

MASSACHUSETTS

EMERGENCY MANAGEMENT AGENCY



COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

**REVISION #6
SEPTEMBER 2007**

Commonwealth of Massachusetts Comprehensive Emergency Management Plan

Reviewed by: _____
Michael Philbin, Planning Dept. Coordinator

Date: _____

Approved by: _____
Christine Packard, Preparedness Branch Chief

Date: _____

Approved by: _____
Don R. Boyce, MEMA Director

Date: _____

LIST OF EFFECTIVE PAGES

<u>TITLE</u>	<u>PAGE</u>	<u>REV.</u>	<u>DATE</u>
Title Page	i	6	09/2007
List of Effective Pages	ii	6	09/2007
Table of Contents	iii	6	09/2007
Annexes	v	6	09/2007
Basic Plan	1-22	6	09/2007
Including Exhibits:			
Exhibit One	6a	6	09/2007
Exhibit Two	6b	6	09/2007
Exhibit Three	11	6	09/2007
Exhibit Four	13a	6	09/2007
Exhibit Five	13b	6	09/2007
MAESFS:			
1: Transportation	1-7	4	09/2006
2: Communications	1-6	4	09/2006
3: Public Works and Engineering	1-7	4	09/2006
4: Fire Fighting	1-5	4	09/2006
5: Information and Planning	1-6	4	09/2006
6: Mass Care	1-11	4	09/2006
7: Resource Support	1-5	4	09/2006
8: Health and Medical Services	1-11	4	09/2006
9: Search and Rescue	1-5	4	09/2006
10: Environmental Protection and Hazardous Materials	1-7	4	09/2006
11: Food and Water	1-7	4	09/2006
12: Energy	1-6	4	09/2006
13: Military Support	1-7	4	09/2006
14: Public Information	1-5	4	09/2006
15: Volunteers and Donations	1-6	4	09/2006
16: Law Enforcement and Security	1-5	4	09/2006
17: Animal Protection	1-6	3	09/2006
18: Business and Industry	1-6	2	09/2006

TABLE OF CONTENTS

	<u>PAGE NUMBER</u>
BASIC PLAN	1
I. INTRODUCTION	
A. Purpose	1
B. Scope	1
II. POLICIES	2
III. SITUATION	3
A. Disaster Condition	3
B. Planning Assumptions	3
IV. CONCEPT OF OPERATIONS	4
A. General	4
Exhibit One: <i>Levels of Emergencies or Disaster and Corresponding State Actions</i>	6a
Exhibit Two: <i>Summary of Massachusetts Emergency Support Functions</i>	6b
B. Organization	9
C. Direction and Control for Local Government	10
Exhibit Three: <i>State Emergency Operations Center Organization Under Incident Command System</i>	11
D. Direction and Control for State Government	12
Exhibit Four : <i>Primary Support Agencies for Massachusetts Emergency Support Functions</i>	13a
Exhibit Five : <i>Mission Tasking for Massachusetts Emergency Support Functions</i>	13b
E. Notification	15
F. Response Actions	15
G. Recovery Actions	17
V. RESPONSIBILITIES	18
A. Local Government	18
B. Commonwealth of Massachusetts	18
C. Federal Government	19
VI. FINANCIAL MANAGEMENT	19
A. Assumptions	19
B. Expenditure of Funds	20

TABLE OF CONTENTS (CONTINUED)

	<u>PAGE NUMBER</u>
VII. REFERENCES AND AUTHORITIES	21
A. State	21
B. Federal	21
 MASSACHUSETTS EMERGENCY SUPPORT FUNCTIONS	 1
MAESF 1: <i>Transportation</i>	1
MAESF 2: <i>Communications</i>	1
MAESF 3: <i>Public Works and Engineering</i>	1
MAESF 4: <i>Fire Fighting</i>	1
MAESF 5: <i>Information and Planning</i>	1
MAESF 6: <i>Mass Care</i>	1
MAESF 7: <i>Resource Support</i>	1
MAESF 8: <i>Health and Medical Service</i>	1
MAESF 9: <i>Search and Rescue</i>	1
MAESF 10: <i>Environmental Protection and Hazardous Materials</i>	1
MAESF 11: <i>Food and Water</i>	1
MAESF 12: <i>Energy</i>	1
MAESF 13: <i>Military Support</i>	1
MAESF 14: <i>Public Information</i>	1
MAESF 15: <i>Volunteers and Donations</i>	1
MAESF 16: <i>Law Enforcement and Security</i>	1
MAESF 17: <i>Animal Protection</i>	1
MAESF 18: <i>Business and Industry</i>	1

LIST OF ANNEXES

Annex for Emerging Infectious and/or Contagious Diseases in Non-Human Populations
Cape Cod Emergency Traffic Plan
Debris Management Plan
Disaster Resource and Logistics Annex
Disaster Response Plan for Unconventional Fatalities
EAS Plan
Energy Emergency Plan
Food Emergency Plan
Hazardous Materials Contingency Plan
Infectious Disease Plan
Major Air Crash Event (MACE) Plan
Massachusetts Emergency Animal Annex
Massachusetts Radiological Emergency Response Plan (RERP)
Mitigation Plan
RACES Plan
Recovery Plan
State Fire Mobilization Plan
Terrorism Annex
Volunteers and Donations Management Plan

MASSACHUSETTS COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

BASIC PLAN

I. INTRODUCTION

A. Purpose

The Massachusetts Comprehensive Emergency Management Plan (CEMP) establishes the framework for the effective and comprehensive integration and coordination of the emergency response and recovery actions of all levels of government, volunteer organizations, and the private sector. Practical integration of emergency response and recovery actions following a major disaster or emergency will ensure that the following objectives are attained:

1. Reducing the vulnerability of citizens and communities to damage, injury, loss of life, and destruction of property during natural, technological, or man-made emergencies and disasters, or during hostile military or paramilitary actions.
2. Preparing for prompt and efficient response and recovery to protect lives and property affected by emergencies and disasters.
3. Responding to emergencies using all systems, plans, and resources necessary to preserve the health, safety, and welfare of persons affected by the emergency.
4. Assisting communities and citizens in recovering from emergencies and disasters by providing for the rapid and orderly restoration and rehabilitation of persons and property affected by emergencies.
5. Providing an emergency management system encompassing all aspects of pre-emergency preparedness and post-emergency response, recovery, and mitigation.

B. Scope

The Massachusetts CEMP establishes the fundamental policies, basic program strategies, assumptions, and mechanisms through which the Commonwealth will mobilize resources and conduct activities to guide and support local emergency management efforts during response, recovery, and mitigation.

The CEMP addresses coordinated regional and inter-regional evacuation and sheltering, post-disaster response and recovery, rapid deployment and pre-deployment of resources, emergency and disaster exercises, and clearly defined responsibilities for state agencies through the Massachusetts Emergency Support Function (MAESF) approach to planning and operations.

The CEMP establishes a concept of operations for the direction and control of an emergency from initial monitoring through post-disaster response and recovery.

The CEMP defines the inter-agency coordination mechanism that facilitates delivery of state assistance and establishment of state direction and control over response and recovery assistance provided by other states and/or the Federal Government.

Specific functional responsibilities are assigned to appropriate Executive Offices of the Commonwealth as well as to specific state agencies, private sector groups, and volunteer organizations.

The CEMP addresses the various levels of emergencies or disasters likely to occur, and, in accordance with the magnitude of an event, the corresponding short- and long-term response and recovery actions that state organizations will take in coordination with Federal counterparts and local governments.

The CEMP is an All-Hazards document. As such, it is the blueprint for all state emergency and disaster operations, including natural disasters, man-made accidental disasters, and terrorist incidents.

II. POLICIES

All operations under this Plan will be undertaken in accordance with the mission statement of the Massachusetts Emergency Management Agency (MEMA): *“Our Mission is the coordination of all federal, state, local, voluntary and private resources during emergencies and disasters in the Commonwealth of Massachusetts. We provide leadership to: develop plans for effective response to all hazards, disasters or threats; train emergency personnel to protect the public; provide information to the citizenry; and assist individuals, families, businesses and communities to mitigate against, prepare for, respond to and recover from emergencies, both natural and man-made.”*

- A. Pursuant to Executive Order 144, state assistance will be provided to affected municipalities under the overall authority of the Director of the Massachusetts Emergency Management Agency, who shall act as the State Coordinating Officer.
- B. Local and Federal emergency plans and programs will integrate the Massachusetts CEMP in order to provide effective and timely support to the citizens of the Commonwealth of Massachusetts in the event of a major disaster or emergency. As such, the CEMP establishes a framework for the effective coordination of response, recovery, and mitigation actions at all levels of government.
- C. State agencies will develop appropriate plans and procedures to carry out such emergency responsibilities as assigned to them in the CEMP.
- D. Local emergency response is primary during an emergency or disaster. The state will coordinate with local officials to augment local emergency resources as needed.
- E. All state agencies and local governments must be prepared to respond to emergencies and disasters even when government facilities, vehicles, personnel, and political decision-making authorities are affected. All state agencies with essential functions (defined as those functions which cannot be interrupted for a period of more than 30 days) have Continuity of Operations (COOP) Plans to ensure continued delivery of services during and after an emergency. In addition, all cabinet-level Secretariats have Continuity of Government (COG) Plans, which detail appropriate resource assignments (human and otherwise) across the Secretariat to ensure services and functions are continued during times of emergency.

- F. When necessary, the Massachusetts Emergency Management Agency (MEMA) will initiate requests for assistance from both the Federal Government through the Federal Emergency Management Agency (FEMA) and other states through the Emergency Management Assistance Compact (EMAC).
- G. All activity undertaken under the CEMP shall be coordinated using the Incident Command System (ICS) and the National Incident Management System (NIMS) in accordance with Homeland Security Presidential Directive (HSPD) 5 and Governor's Executive Order #469.

III. SITUATION

A. Disaster Condition

The Commonwealth of Massachusetts is vulnerable to a host of hazards including hurricanes, earthquakes, tornadoes, coastal and interior flooding, dam failure, radiation exposure and contamination, hazardous materials spills or releases, wildfires, drought, winter storms, civil disturbance, terrorism and military conflict. Although the Commonwealth is most vulnerable to hurricanes, severe winter storms, and hazardous materials incidents, other hazards such as terrorism, earthquakes, tornadoes, and floods pose risks to the state's population and property.

In the event of a major disaster or emergency, a large number of fatalities and injuries may result. Many people will be displaced and incapable of providing food, clothing, and shelter for themselves and their families. Jobs will be lost with reduced prospect for future employment in the area. The economic viability of the affected communities may be jeopardized.

Many private homes and businesses and major industries will be damaged or destroyed. The structural integrity of many public buildings, bridges, roadways, and facilities will be compromised. Water and utility infrastructure will be severely affected. Emergency response personnel will be hampered in the response efforts due to transportation problems, the lack of electrical power, debris, and damaged, destroyed or inaccessible local structures. Timely deployment of resources from unaffected areas of the Commonwealth will be needed to ensure an effective and efficient response.

B. Planning Assumptions

1. Major disasters or emergency events such as strong hurricanes and high-magnitude earthquakes can devastate coastal urban areas and high population interior urban environments. Damages to infrastructure will likely be manifested in direct physical and economic damages to facilities and systems, will diminish emergency response abilities due to inaccessible locales, will cause inconvenience or overwhelming distress due to temporary or protracted service interruptions, and result in long-term economic losses due to the economic and physical limitations of recovery operations.

2. In addition, many disasters occur with little or no warning, and can often escalate far more rapidly than the ability of any single local or state response organization to cope with. Therefore, a coordinated but rapid response involving the uses of major resources is needed. The success of rapid response depends upon: (1) the deployment of multi-discipline impact-assessment teams (2) developing procedures to ensure quick and effective decision making, such as pre-deployment and the thorough training of elected officials and responders on their responsibilities and emergency assignments (3) developing procedures to rapidly implement intra-state aid from one municipality to another, and (4) implementing well planned, appropriate, and fully coordinated state and Federal disaster response and recovery assistance measures.
3. When an emergency occurs or a disaster strikes, local governments will utilize their own response capability augmented as necessary with community-to-community mutual aid agreements first. Only when the emergency or disaster has depleted or threatens to deplete their own response capabilities would local governments be expected to request assistance from the state.
4. The State Emergency Operations Center (SEOC) will be activated and staffed with Massachusetts Emergency Management Team (MEMT) representatives from state agencies and private organizations grouped together under the MAESF concept. The primary agency for each MAESF will be responsible for coordinating the planning and response activities of the support agencies assigned to the MAESF.
5. Effective preparedness requires ongoing public awareness and education programs so that citizens will be prepared, when possible, and understand their own responsibilities should a major disaster or emergency event occurs.

IV. CONCEPT OF OPERATIONS

A. General

1. Local Government Resources
Local governments shall use their own resources first in an emergency or disaster situation. Local governments may call for assistance from the state during events that overwhelm or threaten to overwhelm their own response and recovery resources.
2. Incident Command System
MEMA operations shall use the ICS model. All operations in the SEOC will also be conducted using ICS.

3. Levels of Operation

Emergencies or disasters that can potentially affect the Commonwealth of Massachusetts are divided into four levels based upon severity of the initiating event or its potential to intensify in severity, and anticipated local, state and Federal assistance required as a result. MEMA levels of operation correspond to each of the four levels of emergencies or disasters. The first level of operation, Level I, is normal day-to-day operations, while the fourth level of operation, Level IV, corresponds to an emergency event involving all state and Federal resources. See Exhibit One, *Levels of Emergencies or Disasters and Corresponding State Actions*, for a concise depiction and summary of the levels of emergencies or disasters and the corresponding MEMA operational level with accompanying state and Federal actions.

- a. Local Level I emergencies are frequent, limited in scope, and require local response resources only. The SEOC monitors such incidents and provides status reports to appropriate state agencies as needed. MAESFs are neither placed on standby nor activated at this level.
- b. Local Level II emergencies are incidents of a magnitude that may require some form of state assistance. MEMA will activate the SEOC on a limited basis at MEMA Level II, notifying or activating needed MAESF primary agencies and placing support agencies on standby if needed. MEMA typically notifies the Governor's Office of MEMA Operational Level II activations through the Executive Office of Public Safety and Security.
- c. Level III emergencies or disasters are of a magnitude that local governments and affected communities will require the assistance of volunteer organizations and state agencies to effectively respond to and recover from the incident. At MEMA Operational Level III, MEMA initiates a full SEOC activation that may include a Declaration of a State of Emergency by the Governor. Rapid impact assessment teams may be activated. Federal disaster relief assistance will likely be required at this level.
- d. Local governments and communities affected by Level IV disasters will require major assistance from both the state and the Federal Government. A full activation of the SEOC and designated Regional EOCs will be needed, and designated Regional EOCs are fully activated. Rapid impact assessment teams will be dispatched to affected communities. Some local EOCs in communities not affected by the emergency or disaster may be asked to activate in order to help coordinate mutual aid efforts. The National Response Plan is activated. Military assistance may be provided at this level.

4. Massachusetts Emergency Support Functions

The MEMT is comprised of trained representatives from different state agencies and private organizations who are empowered to deploy the resources of their agencies to carry out eighteen different categories of assistance the state offers to local governments following an emergency or disaster. These categories or types of assistance constitute Massachusetts Emergency Support Functions (MAESFs) and will be part of the Operations Section as outlined under ICS. Assistance types are grouped according to like functions. See Exhibit Two, *General Description, Massachusetts Emergency Support Functions*, for a summary of all MAESFs and a brief description of the services rendered under each function.

- a. Each MAESF is led by a primary state agency or organization selected according to authority, resources, and capability to coordinate emergency efforts in the field covered by the MAESF. State agencies and organizations have also been designated as support agencies for MAESFs based on similar criteria.
- b. The MAESF primary agency, with assistance from one or more support agencies, is responsible for coordinating the activities of the MAESF and ensuring that tasks assigned to the MAESF by MEMA are successfully completed.
- c. The MAESFs, in coordination with MEMA, are the primary mechanism for providing response and recovery assistance to local government(s) during and after a Level III or IV Disaster.
- d. The autonomy under which the MAESFs operate will likely increase as the number and complexity of mission assignments increases following an emergency event. Under all circumstances, the MAESFs will coordinate with the Operations Section Chief in executing and accomplishing their missions.

EXHIBIT ONE

Levels of Emergencies or Disaster and Corresponding State Actions

LOCAL ACTIONS		STATE ACTIONS	
Level of Emergency or Disaster	Initiating Events	MEMA Operational Levels	Corresponding Actions
I	Emergency incident for which local response capabilities are likely adequate.	I	Situation managed by the Operations Section Chief or designated assistant as part of day-to-day operation. Situation is monitored and, if needed, appropriate state agencies are notified to take action as part of their everyday responsibilities.
II	A Level I incident begins to overwhelm local response capability. Some state assistance possible.	II	Selected members of the MEMA staff provide assistance as needed, MAESF primary agencies may be activated and support agencies placed on standby. Governor advised of the situation.
III	Situation continues to intensify, with the potential to escalate. Local States of Emergency declared. State and Federal response and recovery assistance is required. <u>(Situation equates to a major disaster)</u>	III	Full activation of State EOC. Governor may declare a State of Emergency. MAESF primary and support agencies send representatives to EOC as requested. Joint Information Center activated. Possible deployment of FEMA advance element to the SEOC. Possible activation of the National Response Plan.
IV	Widespread threats to the public safety. Large-scale state and Federal response and recovery assistance required. <u>(Situation equates to an emergency disaster)</u>	IV	Full activation of SEOC. All MAESF primary and support agencies send representatives to the SEOC. JIC activated. Rapid Impact Assessment Teams deployed. National Response Plan activated. Military assistance may be requested.

EXHIBIT TWO

Summary of Massachusetts Emergency Support Functions

MAESF 1: *Transportation*

Provides repairs to damaged transportation systems and emergency transport of goods to other MAESFs.

MAESF 2: *Communications*

Provides emergency telecommunications services to organizations involved in response and recovery operations and may support the private sector in restoration of the affected public grids.

MAESF 3: *Public Works and Engineering*

Removes debris, provides emergency generators, water, and water treatment systems and service, and assists in the restoration of public works systems.

MAESF 4: *Fire Fighting*

Detects and suppresses wildland, rural, and urban fires. Coordinates incident management teams to assist in command and control operations.

MAESF 5: *Information and Planning*

Collects, analyses, coordinates, and disseminates critical information on disaster impact and emergency operations for use in planning effective response and recovery actions.

MAESF 6: *Mass Care*

Manages and coordinates sheltering, feeding, and first aid for disaster victims.

MAESF 7: *Resource Support*

Secures needed resources through mutual-aid agreements and procures resources for other MAESFs as needed.

MAESF 8: *Health and Medical Services*

Provides trained health and medical personnel and supplies to shelters, staffs and supplies temporary medical facilities, and implements quality disease control measures.

MAESF 9: *Search and Rescue*

Coordinates urban and non-urban search and rescue assistance, including locating and extricating victims trapped in debris or wreckage created by a disaster and woodland, water, or other area search and rescue services.

MAESF 10: *Hazardous Materials*

Provides inspections, containment, and cleanup of hazardous materials spills or releases following a disaster.

MAESF 11: *Food and Water*

Coordinates with MAESF 6 to identify food and water needs of disaster victims and ensures that supplies of food and water (or vouchers to obtain food and water locally where possible) are provided.

MAESF 12: *Energy*

Coordinates with the private sector and MAESFs 3 and 7 to provide emergency supplies of power and fuel. Assists in the restoration of power and fuel systems.

MAESF 13: *Military Support*

Supports Rapid Impact Assessment Teams and provides National Guard resources to assist MAESFs as needed.

MAESF 14: *Public Information*

Establishes and manages the joint information center, coordinates the dissemination of all disaster-related information to the media and the general public.

MAESF 15: *Volunteers and Donations*

Manages the receipt and distribution of donated good and services to meet requests.

MAESF 16: *Law Enforcement and Security*

Provides armed escort for emergency workers or transport caravans as needed, provides security for emergency facilities, assists in general law enforcement services.

MAESF 17: *Animal Protection*

Provides coordination for animal care needs.

MAESF 18: *Business and Industry*

Coordinates the emergency activities of private sector owner/operators and organizations in support of disaster relief in the Commonwealth

5. Rapid Impact Assessment Teams

Disaster or emergency impact assessments provide local and state officials with information on the needs of citizens and communities that is essential to planning an effective response. Rapid Impact Assessment Teams (RIATs) deployed to affected areas after disasters and emergencies provide those impact assessments.

- a. RIATs, under the control of MEMA liaison in coordination with MAESF 13: *Military Support*, deploy to assess immediate human needs such as food, water, shelter, health, and medical, and to evaluate the extent of damage to infrastructure such as utilities, communications, and transportation in affected areas. The teams also provide specific information such as:
 - (1). Geographical disaster boundaries
 - (2). Current status of transportation, communications, medical, and utility infrastructure
 - (3). Usable access points to the disaster area, such as airports, ports, and roadways
 - (4). Casualty, sheltering, and mass care information
 - (5). Status of critical facilities
 - (6). Major resource needs
- b. The RIAT assessment identifies emergency actions necessary to preserve life and property in the affected areas. RIATs are composed of specially trained state agency personnel. As possible, members of the Federal Emergency Management Agency (FEMA) Emergency Response Team's Advance Element (ERT-A) will deploy as part of the RIAT.

6. Declaration of State of Emergency

Local elected officials, in coordination with local Emergency Management Directors, will declare a Local State of Emergency and make a formal request for state assistance. The request for assistance is channeled through MEMA to the Office of the Governor. MEMA will, when needed, recommend that the Governor declare a State of Emergency for the Commonwealth.

7. Activation of State Emergency Operations Center(s)

The SEOC in Framingham will serve as the Commonwealth's command center for all disaster response operations. If a disaster or emergency situation prevents the use of the Framingham location, the alternate SEOC will be activated in accordance with MEMA's Continuity of Operations (COOP) Plan.

8. Federal Assistance

When response to a disaster or emergency incident exceeds the resources and capabilities of the Commonwealth to manage, MEMA will notify officials at FEMA Region I of the Governor's forthcoming request for Federal assistance and a Presidential Disaster Declaration.

- a. FEMA authorities will deploy a FEMA Liaison Officer to the SEOC and/or deploy the ERT-A when a Presidential disaster declaration appears imminent.
- b. Following a major disaster declaration by the President, the National Response Plan (NRP) will be activated, opening the channels for Federal assistance through Federal Emergency Support Functions (ESFs).
- c. MAESFs 1 through 12 have counterparts in the Federal ESFs of the same number. Additionally, the Federal counterparts of MAESF-14 (Public

Information) and MAESF-16 (Law Enforcement and Security) are Federal ESF-15 (External Affairs) and ESF-13 (Public Safety and Security) respectively. Representatives of these MAESFs will establish direct face-to-face contact with their Federal ESF counterparts in the SEOC.

- d. The unique Massachusetts MAESFs, numbers 13, 15, 17, and 18, will establish contact with members of the Federal Emergency Response Team (ERT) assigned Federal coordination responsibility for all unique MAESFs.¹

9. Appointment of State Coordinating Officer and Governor's Authorized Representative

Following the declaration of a State of Emergency by the Governor or a disaster declaration by the President, the Governor will appoint a State Coordinating Officer (SCO) and a Governor's Authorized Representative (GAR).

- a. The Director of MEMA serves as the SCO and is responsible for direction and control of all state emergency operations, for establishing response and recovery policy, and for acting as liaison with the Governor and elected officials.
- b. The GAR is responsible for all state financial commitments undertaken as a result of an emergency or disaster incident. The Governor will generally appoint the Director of MEMA as the GAR. The Director may choose to delegate this responsibility to the Disaster Recovery Manager (DRM).

10. Disaster Recovery Manager

- a. When appropriate, the SCO will appoint a DRM to help manage the recovery operation.
- b. Staff resources, under the direction of the DRM, will deploy to the Joint Field Office (JFO), when appropriate, and establish face-to-face contact with representatives of Federal ESF-14, Long Term Community Recovery and Mitigation.
- c. Direction and control authority for all non-recovery operations remains at the SEOC. Communication links will be established between the SEOC and the JFO in support of this concept of operations.

11. After Action Reports Prepared

As immediate threats to life and property subside and the need for sustained MAESF operations diminishes, the debriefing of responsible individuals and the documentation of "lessons learned" will begin. Resulting information will be consolidated and reviewed by MEMA management personnel and a written report prepared. Matters requiring corrective action will be forwarded to mitigation and preparedness program managers to be addressed as needed.

12. Recovery After State Emergency Operations Center Downsizes

Staff and resources will operate from the JFO as needed before returning to MEMA headquarters to continue to coordinate long-term disaster recovery assistance efforts with FEMA. Recovery assistance efforts will continue even after the SEOC returns to normal operations.

¹ The Federal Emergency Management Agency's Region I, Regional Response Plan, March 1994, Annex D. ERT Operations, n.p., paragraph III (C) stipulates that the Federal Coordinating Officer (FCO) and the ERT will cooperate "with their State counterparts to ensure appropriate and timely resources requests and smooth delivery of Federal assets."

B. Organization

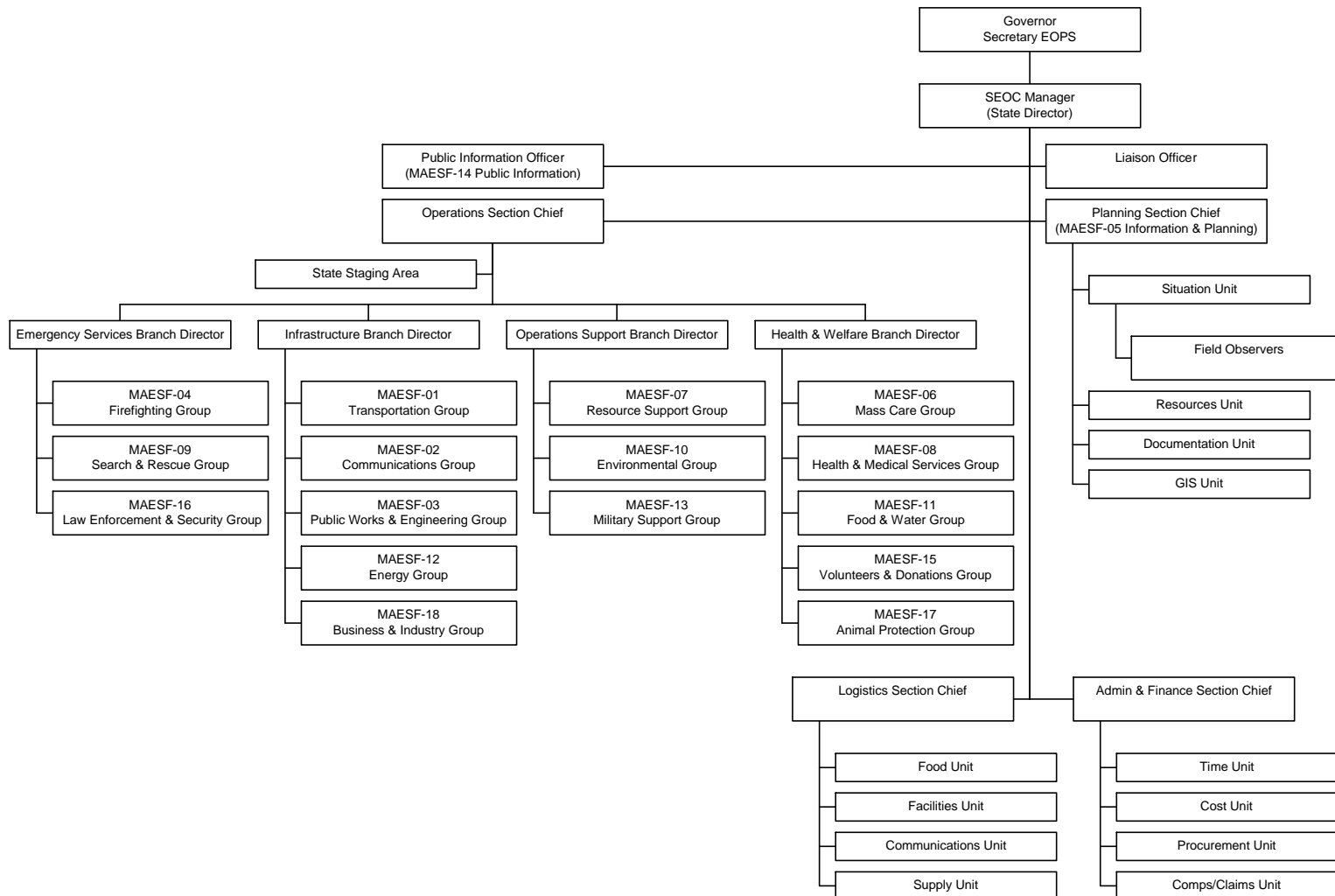
1. The Director of MEMA is responsible for state emergency response and recovery operations and services.
 - a. The Director serves as the SEOC Manager under the Incident Command System (ICS). The SEOC Manager may designate Deputies to support SEOC operations as needed. Refer to Exhibit Three, ICS, State EOC organization.
 - b. The SEOC Manager and Deputies will be supported by a Command Staff. The Command Staff consists of: an Information Officer, a Safety Officer, and five Section Chiefs. The four Sections are: Operations, Planning, Logistics, and Finance and Administration. The Section Chiefs are in charge of staffing for their Section.
 - c. The MEMA Operations Officer serves as Operation Section Chief and is responsible for overall functional operations and organization of the SEOC, as well as any staff training needed. As such, the MEMA Operations Officer will coordinate the effective integration and utilization of personnel assigned to Operations and all MAESFs. Four Branch Directors (Emergency Services, Operations Support, Infrastructure, and Health and Welfare) support the Operations Officer. Additional support staff will be assigned to the Operations Officer as needed, in accordance with MEMA operational procedures.
2. MAESFs are grouped by the types of assistance provided. Each MAESF is led by a primary agency or agencies and is supported by other state agencies and volunteer organizations.
 - a. With the exceptions of MAESFs 5 and 14, all MAESFs have been assigned to one of four Branches. A Mission Tracking Coordinator is assigned to each Branch.
 - (1). **Emergency Services:** MAESF 4: *Fire Fighting*, MAESF 9: *Search and Rescue*, MAESF 10: *Environmental Protection and Hazardous Material*, MAESF 16: *Law Enforcement and Security*.
 - (2). **Operations Support:** MAESF 7: *Resource Support*, MAESF 13: *Military Support*.
 - (3). **Infrastructure:** MAESF 1: *Transportation*, MAESF 2: *Communications*, MAESF 3: *Public Works and Engineering*, MAESF 12: *Energy*, MAESF 18: *Business and Industry*.
 - (4). **Health and Welfare:** MAESF 6: *Mass Care*, MAESF 8: *Health and Medical Services*, MAESF 11: *Food and Water*, MAESF 15: *Volunteers and Donations*, MAESF 17: *Animal Protection*.
 - b. For direction and control purposes, MAESF 5: *Information and Planning*, and MAESF 14: *Public Information*, report directly to the Director of MEMA. All MAESFs participate in recovery activities under direction of the DRM. Radiological incident response activities are carried out under the Massachusetts Radiation Protection Program Management Plan and the Radiological Emergency Response Plan, both of which are part of the CEMP by reference.

C. Direction and Control for Local Government

1. A local official, typically a police officer, firefighter, or Emergency Medical Services (EMS) personnel, will become the on-scene commander in an emergency or disaster situation. Responsibility for coordination of local emergency activities rests with local elected officials, as outlined in the local emergency plan. Typically, authority to manage such efforts is delegated to the local Emergency Management Director (EMD).
2. In accordance with local emergency plans, the EMD or local authorities shall direct evacuations, open shelters, request state assistance, and activate mutual aid agreements with neighboring cities and towns.
3. Local governments will inform MEMA when requesting mutual aid from neighboring cities and towns and coordinate with MEMA when mobilizing and deploying mutual aid resources.
4. In accordance with Executive Order 469, all local emergency operations will be conducted using the National Incident Management System (NIMS).

EXHIBIT THREE

State Emergency Operations Center Organization Under Incident Command System



D. Direction and Control for State Government

1. State Coordinating Officer
 - a. The Director of MEMA has authority to make decisions and commit assets at the state level. As SCO acting under a Governor's Proclamation of a State of Emergency, the Director or designee may issue mission assignments to the MAESF primary agencies.
 - b. Primary agencies, in turn, have authority to sub-task missions or mission components to support agencies as needed in order to carry out an assignment. Primary agencies will coordinate with other MAESF primary agencies to carry out assignments requiring the resources of more than one MAESF. SEOC staff working under the Operations Section Chief shall track mission assignments.
 - c. When Federal assistance is provided, the SCO will coordinate with Federal representatives.
2. Primary Massachusetts Emergency Support Function Agencies
 - a. The state will respond to local requests for assistance through the Regional EOCs, when operational, or directly through the SEOC if not. At the SEOC, requests for assistance will be tasked to one or more MAESFs. The primary agency will be for coordinating and completing the task.
 - b. A number of factors determined the choice of primary agency for each MAESF. Statutory responsibility for the MAESF's function and similarity of the agency's day-to-day functions to the functions of the MAESF foremost among them. These factors are used to determine that the primary agency has the necessary contacts and expertise to coordinate the activities the MAESF.
 - c. The primary agency is therefore delegated the authority to coordinate the activities of the MAESF under this plan. See Exhibit Four, *Primary Support Agencies for Massachusetts Emergency Support Functions*, for a listing of MAESFs and their primary agencies.
 - d. When an MAESF is activated, the primary agency or agencies will send representative(s) to the SEOC to coordinate with MEMA and other MAESFs as needed. It is the primary agency's responsibility to determine which pre-assigned support agencies and organizations, if any, will be required. However, due to the limited space available in the SEOC, the attendance of support agencies will be controlled according to MEMA's procedures for SEOC operations.
 - e. When Federal disaster response assistance is made available, the MAESFs will interface directly with their Federal ESF counterparts. Mission assignments will be coordinated between the respective state and Federal primary agencies. The Operations Section Chief, or designee, will work with the FCO, or designee, to resolve any conflicts.

3. Mission Assignments

- a. The Operations Section Chief will issue mission assignments to MAESF primary agencies based on the local government's identified resource needs. Missions assignments will detail what tasks need to be accomplished, not what equipment and personnel should be used. Decisions about the specific resources to be used to accomplish a mission will be made at the MAESF level.
- b. The primary agency will identify the resources needed to accomplish the mission and will coordinate the delivery of those resources. Refer to Exhibit Five, *Tasking MAESFs with a Mission*, for a diagram outlining the mission tasking process.
- c. Once the mission has been given to an MAESF, the primary agency is responsible for documenting actions taken and keeping fiscal records costs incurred in completing the mission.

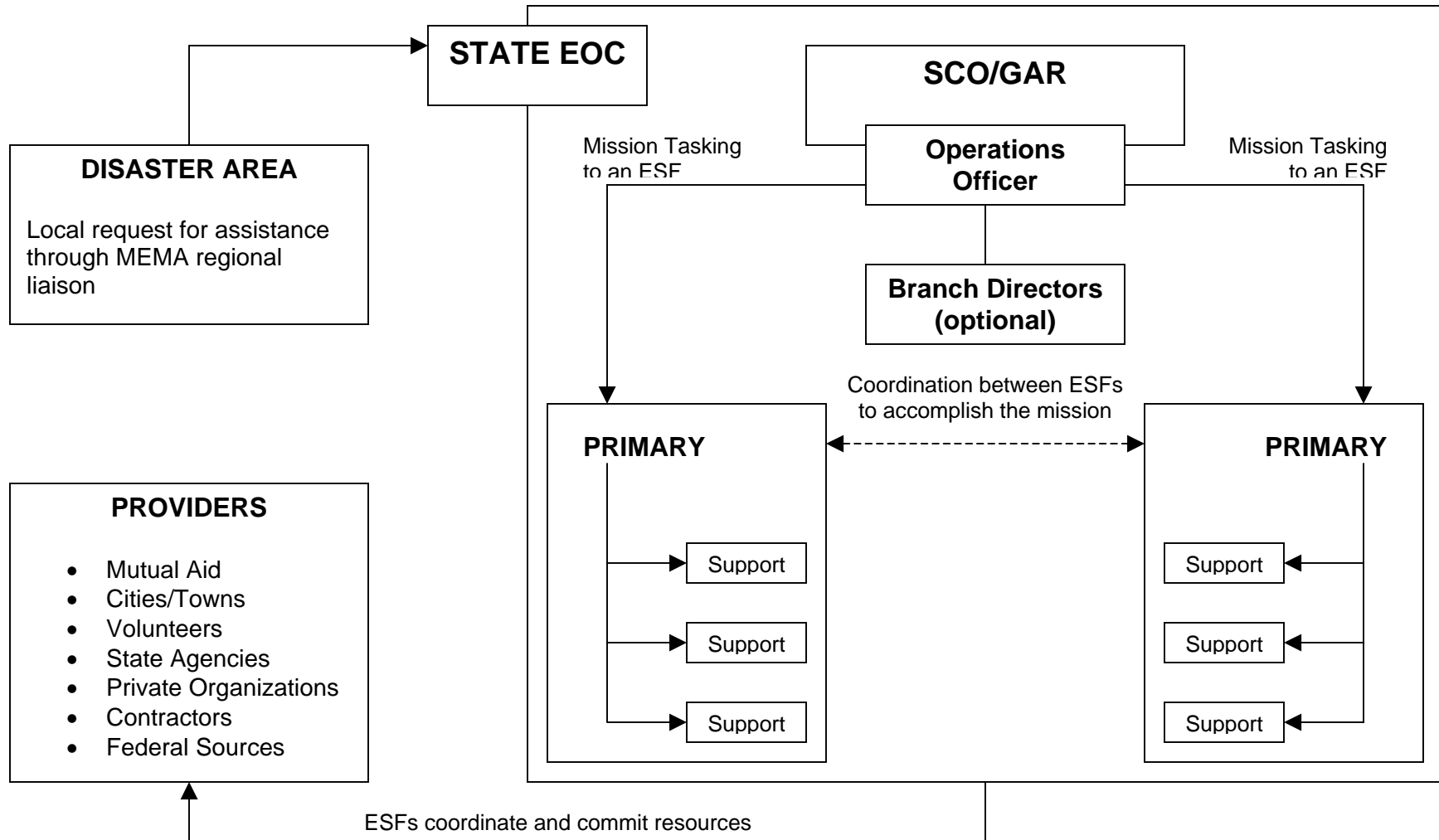
4. Direction and Control for Evacuation

- a. Most evacuations will be local in scope and actions will be initiated by a decision from the local governing body. In such cases, the evacuation will be coordinated and administered by officials using community resources in accordance with local evacuation plans. It is anticipated that municipalities will establish mutual aid agreements with neighboring jurisdictions to provide expanded resource capability. During any evacuation that does not require activation of the SEOC, state assistance will be provided under the various state agencies' normal statutory authority as coordinated by MEMA.
- b. In the event of a multi-community, regional, or inter-regional evacuation, the Governor may issue an evacuation directive. This decision will be made following consultation with the SCO and representatives of the affected and host municipalities.
- c. All state assistance and support of such evacuations will be coordinated from the SEOC under the direction and control of the Director of MEMA. Consideration regarding the following evacuation issues will be given special attention: lifting tolls on state toll facilities, locking down drawbridges, deploying and pre-deploying personnel, determining regional evacuation routes, directing people stranded on evacuation routes to safe shelter, monitoring the availability of reasonably priced fuel, and addressing any emergency medical issues relative to evacuation.

EXHIBIT FOUR
Primary Support Agencies for Massachusetts Emergency Support Functions

MAESF	ICS Branch	Function	Primary Support Agency
1	Infrastructure	<i>Transportation</i>	Massachusetts Highway Department
2	Infrastructure	<i>Communications</i>	Massachusetts Emergency Management Agency
3	Infrastructure	<i>Public Works and Engineering</i>	Department of Conservation and Recreation
4	Emergency Services	<i>Fire Fighting</i>	Mass Department of Fire Services
5	N/A	<i>Information and Planning</i>	Massachusetts Emergency Management Agency
6	Health and Welfare	<i>Mass Care</i>	American Red Cross
7	Operational Support	<i>Resource Support</i>	Operational Services Division
8	Health and Welfare	<i>Health and Medical Services</i>	Massachusetts Department of Public Health
9	Emergency Services	<i>Search and Rescue</i>	Massachusetts State Police Department of Fire Services (Technical Rescue)
10	Emergency Services	<i>Environmental Protection and Hazardous Materials</i>	Executive Office of Environmental Affairs
11	Health and Welfare	<i>Food and Water</i>	Department of Education
12	Infrastructure	<i>Energy</i>	Division of Energy Resources
13	Operational Support	<i>Military Support</i>	Massachusetts National Guard
14	N/A	<i>Public Information</i>	Massachusetts Emergency Management Agency
15	Health and Welfare	<i>Volunteers and Donations</i>	Massachusetts Voluntary Organizations Active in Disaster
16	Emergency Services	<i>Law Enforcement and Security</i>	Massachusetts State Police
17	Health and Welfare	<i>Animal Protection</i>	Massachusetts Department of Agricultural Resources
18	Infrastructure	<i>Business and Industry</i>	Massachusetts Emergency Management Agency

EXHIBIT FIVE
Tasking MAESFs with a Mission



5. Direction and Control for Sheltering
 - a. Consistent with the local emergency response plan, the opening of shelters remains a local responsibility. Should a request for assistance be made to the SEOC, it will be to support the local sheltering plan with assistance in staffing shelters, identifying additional shelters, and managing shelters with a shortfall of resources. Through MAESF 6: *Mass Care*, the SEOC will coordinate any requests for assistance from other MAESFs that will be needed to support multi-municipal, regional, and inter-regional shelter operations.
 - b. The Director of MEMA, in coordination with MAESF 6: *Mass Care*, and the representatives of affected local areas, will gather information regarding the status of evacuation orders and the potential for shelter needs on a municipal, regional, inter-regional, and statewide basis.
 - c. State assistance and support of sheltering will be coordinated from the SEOC through MAESF 6: *Mass Care*, under the direction and control of the Director of MEMA. Decisions regarding sheltering issues will be made in coordination with appropriate MAESFs, affected and host governments, and the Director.
6. Mutual Aid Agreements and Memoranda of Understanding
 - a. Mutual aid agreements and memoranda of understanding are essential components in emergency management planning, response, and recovery activities. These agreements for reciprocal aid and assistance in case of emergencies can increase resources and improve response and recovery efforts.
 - b. The *Massachusetts Civil Defense Act and Related Statutes*, as amended, authorizes MEMA to make available any equipment, services, or facilities owned or organized by the state or its political subdivisions for use in the affected area, upon request by the duly constituted authority of the area and upon Declaration of Emergency by the Governor. MEMA is authorized to reinforce emergency management agencies in areas stricken by emergencies or disaster.
 - c. To ensure that the state is aware of and able to coordinate in the mobilization of needed resources, political subdivisions are expected to report use of mutual aid resources to MEMA. Communications between assisting and assisted parties may be passed through MEMA and mutual aid activities may be coordinated by MEMA.
 - d. MEMA's awareness of the availability of mutual aid resources is critical to the direction and control of the overall response and recovery effort. By coordinating such efforts through MEMA, the needs of all affected local areas can be taken into account when distributing assistance.
 - e. The Commonwealth of Massachusetts has mutual aid agreements and memoranda of understanding with other states and private organizations. In addition, Massachusetts is a member of the Emergency Management Assistance Compact (EMAC), which helps speed the delivery of assistance from other states.

7. Operations from State Emergency Operations Center and the Joint Field Office (JFO)
 - a. A major disaster declaration by the President means the activation of numerous Federal aid programs. Those programs will be administered from the JFO established by FEMA in the affected area. The commencement of activities under post-disaster aid programs marks the start of the recovery phase.
 - b. The response phase and recovery phase of the disaster operation will operate simultaneously for a period of time. Response activities will be coordinated and conducted through MAESFs at the SEOC. Recovery activities will be coordinated at the JFO.

E. Notification

1. MEMA may receive initial warning of an emergency or pending disaster from a number of sources, including the National Weather Service (NWS), nuclear power plants, the FEMA National Warning Center, local governments, or the media. When an emergency or disaster appears imminent, the State Warning Point (SWP) will notify appropriate MEMA staff.
2. When state resources will be required, MEMA will notify representatives from the primary agency or agencies of each MAESF. The representatives will be responsible for notifying appropriate personnel in their respective organizations. The SEOC will activate at one of the four levels described in Exhibit One, *Levels of Emergencies or Disasters and Corresponding State Actions*. MEMT personnel will be notified in accordance with the state *EOC Utilization Plan Standard Operating Procedure*.

F. Response Actions

1. Initial Actions
 - a. Activation of State Plan and State Emergency Operations Center
When an emergency or disaster threatens, MEMA will activate the *Massachusetts Comprehensive Emergency Management Plan*. When needed, MEMA will activate the SEOC to coordinate emergency response activities that may be necessary for the immediate protection of life and property.
 - b. Activation of Massachusetts Emergency Support Functions
The activation of MAESFs is the responsibility of the Director of MEMA as the designated SCO. Authority to activate the MAESFs may be delegated to the Operations Section Chief. MAESFs will be placed on standby or activated as needed.
 - c. Declaration of a State of Emergency
When warranted by the situation, the Governor will declare a State of Emergency, thereby activating any state, local, and inter-jurisdictional disaster plans that apply to the affected area(s). A declaration may be needed in order to deploy some state personnel, supplies, equipment and materials, and to use some state facilities, as well as to appropriate resources needed to combat the effects of an emergency or disaster.

- d. Deployment of Rapid Impact Assessment Teams
 - (1). After an emergency or disaster has struck, the SCO, in coordination with MAESF 13: *Military Support*, may deploy the highly mobile, self-contained RIATs into the stricken areas. A MEMA liaison will coordinate RIAT activities.
 - (2). Within 12 hours of notification, RIATs shall have completed their preliminary assessments, reported their findings to the SEOC, and be ready for re-deployment.
 - (3). The SCO, in coordination with the Operations Section Chief, the appropriate MAESF(s), local government(s), and FEMA, will use the assessments provided by the RIATs to plan the response strategy.
- e. Evacuation Actions

In the event of an evacuation covering several communities, a region, or more than one region, state assistance and support will be coordinated from the SEOC by the Operations Section Chief and the appropriate MAESFs. Initial actions that may take place during an evacuation are:

 - (1). Lifting tolls on state toll facilities in the affected areas.
 - (2). Coordinating regional, inter-regional, and statewide emergency communication.
 - (3). Coordinating the evacuation itself by identifying and designating Regional, inter-Regional, and/or statewide evacuation routes, mobilizing, deploying, and placing personnel to direct traffic flow, providing vehicles to assist in evacuating special needs populations. MEMA may also issue or cancel evacuation orders to ensure the safety of evacuees.
 - (4). Coordinating measures to monitor the availability of reasonably priced fuel.
 - (5). Coordinating the lock-down of bridges in the affected area.
 - (6). Coordinating efforts to direct evacuees stranded on evacuation routes to safe shelter.
 - (7). Coordinating emergency medical evacuation issues with local governments in the affected area.
- f. Sheltering Actions

In the event of an evacuation covering several communities, a region, or more than one region, state sheltering assistance will be coordinated from the SEOC by the Operations Section Chief, MAESF 6: *Mass Care*, and other MAESFs, as needed. Initial sheltering actions include:

 - (1). Notifying the American Red Cross (ARC) and activation of ESF 6, *Mass Care*.
 - (2). Coordinating the delivery of services and assistance to sheltering operations. Such services and assistance may include establishing emergency communications, nursing, providing for food and sanitation, and ensuring shelter security.
 - (3). Coordinating the opening of shelters in unaffected areas not believed to be in harm's way.
 - (4). Coordinating efforts to provide additional staff and resources to shelters, such as nurses and administrative and support staff, as well as communications equipment and personnel to operate it.

2. Continuing Actions

- a. Maintain communication with affected areas.
- b. Control and coordinate the release of public information.
- c. Deploy MEMA liaisons and RIATs to the affected areas as needed.
- d. Advise the Governor and other elected officials of the status of emergency response and recovery measures.
- e. Coordinate and support ongoing evacuations and sheltering operations through the MAESFs. Take measures to ensure the availability of mass transit and traffic control, adequate shelter communication capability, sanitation, garbage removal, nursing care, food, water, and security measures.

G. Recovery Actions

1. Initial Actions

- a. Monitor the disaster event and analyze RIAT data and other available information regarding disaster conditions.
- b. Assemble and brief MEMA recovery staff.
- c. Establish communication with recovery staff in local EOCs.
- d. Establish communication with FEMA recovery staff.
- e. Coordinate with state support agencies in procuring technical personnel and resources for deployment to the field.
- f. Coordinate and implement preliminary damage assessment operations.
- g. Coordinate logistical support for long-term relocation to the JFO.
- h. Help identify possible locations for the JFO and coordinate with SEOC, local government(s), and the Federal government.
- i. Place recovery support personnel on stand-by status as necessary. Brief personnel on disaster conditions and potential for deployment.

2. Continuing Actions

- a. Maintain communication with local recovery staff.
- b. Coordinate with Federal recovery staff.
- c. Staff the JFO as necessary.
- d. Staff Disaster Recovery Centers (DRCs).
- e. Maintain communication with the SEOC and local EOCs to monitor disaster conditions.
- f. Administer Federal and state disaster assistance programs and make recommendations to the SCO regarding continued staffing.
- g. Continue the recovery effort at MEMA headquarters following the closing of the JFO.

V. RESPONSIBILITIES

A. Local Government

1. Local government is expected to establish and maintain an emergency management framework at the local level involving all government, private, and volunteer organizations that have a role in the success of comprehensive emergency management within the jurisdiction.
2. Provides for development of a broad-based public awareness, education, and information program designed to reach all local citizens, including those needing alternative media formats such as Braille or non-English languages.
3. Participates actively in discussion and negotiations with the state regarding policies and priorities to ensure that the work being done contributes to the improvement of emergency capabilities for the town or city.
4. Performs work for Federal and state emergency management programs within the negotiated scope and in a responsible manner.
5. Provides direction and control of a local response and recovery approach that involves broad participation from local organizations and is compatible with the state response and recovery organization and concept of operations.
6. Participates in programs and initiatives designed to avoid, reduce, and mitigate the effects of hazards through development and enforcement of policies, standards, and regulations.
7. Establishes and maintains mutual aid agreements with other towns and cities.

B. Commonwealth of Massachusetts

1. Leads emergency management at the state level, involving all government, private, and volunteer organizations with a role in the success of comprehensive emergency management in the Commonwealth.
2. Develops a broad-based public awareness, education, and information program designed to reach all citizens of the Commonwealth, including those needing alternative media formats, such as Braille or non-English languages.
3. Participates actively in discussions and negotiations with other states, towns and cities within the Commonwealth, the private sector, and the Federal government regarding policies and priorities to ensure that the work being done contributes to the improvement of emergency management capabilities for neighboring states and the nation as a whole.
4. Performs work within the negotiated scope for Federal and state emergency management programs in a responsible manner.
5. Supports the emergency management needs of all towns and cities within the Commonwealth and encourages inter-municipal and interstate mutual aid to render emergency assistance. When local needs exceed state resources, the Commonwealth will contact FEMA and other states for assistance.
6. Provides direction and control of state response and recovery based on functional support groups involving broad participation from state organizations compatible with the Federal response and recovery organization and concept of operations.

7. Provides leadership and participation in programs and initiatives designed to avoid, reduce, and mitigate the effects of hazards through development and enforcement of policies, standards, and regulations.

C. Federal Government

1. Provides liaisons to the SEOC.
2. Provides immediate emergency response on property owned or controlled by the Federal government, such as military installations and federal prisons. Notifies and coordinates with MEMA.
3. Provides assistance, as requested by the Commonwealth of Massachusetts, in accordance with Public Law 93-288, as amended.
4. Identifies and coordinates assistance under other Federal statutory authorities.
5. Coordinates with MAESFs in conducting disaster response and recovery operations in the Commonwealth of Massachusetts.

VI. FINANCIAL MANAGEMENT

A. Assumptions

1. Due to the nature of emergency situations, financial operations will often be carried out under short time restraints that cannot be accommodated using routine accounting procedures. Note that this in no way lessens the requirement for sound financial management and accountability.
2. A Presidential disaster or emergency declaration will open the way for funding the costs of uses of resources initiated at the state and local levels.
3. The Federal Office of Management and Budget (OMB) and Congress will give rapid approval to a FEMA-prepared emergency budget at a level sufficient to sustain a response operation for at least three weeks with the opportunity to extend the budget if the situation warrants.
4. The Governor's Proclamation of a State of Emergency can temporarily set aside normal state budgetary restrictions in order to finance emergency response and recovery activities.

B. Expenditure of Funds

Timely financial support for any extensive response activity could be crucial to saving lives and property. While innovative and expeditious means of procurement are called for during times of emergencies, it is still mandatory that good accounting principles and practices be employed in order to safeguard the use of public funds from the potential for fraud, waste, and abuse.

1. In concert with Federal guidelines, approval for expenditure of funds for response operations will be given by officials of the primary and support agencies. Each agency is responsible for establishing effective administrative funding controls, segregation of duties for proper internal controls, and accountability to ensure that costs incurred are consistent with the missions identified in this plan.
2. Extreme care and attention to detail must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all expenditures, including personnel time sheets, in order to provide clear and reasonable accountability and justification for future reimbursement requests. Federal reimbursement for state response costs must be documented and approved.
3. All records relating to the allocation and disbursement of funds for activities and elements covered in this plan must be maintained, as applicable, in compliance with the Code of Federal Register, Title 44, *Emergency Management Assistance*, and all Massachusetts statutes pertaining to state financial matters and emergency management powers and responsibilities.

VII. REFERENCES AND AUTHORITIES

A. State

1. Massachusetts Civil Defense Act, Chapter 639 of the Acts of 1950 Codified, Appendix 33.
2. Massachusetts Executive Order 144, September 27, 1978.
3. The Massachusetts Administrative Plan for the Individual and Family Grant Program.
4. The Massachusetts Administrative Plan for the Public Assistance Program.
5. The *Massachusetts Radiological Emergency Response Plan* serves as a part of the state CEMP. MEMA is responsible for developing plans to respond to emergencies at nuclear power plants, for maintaining the plans, and updating them annually. The plan deals with the state response to deal with offsite consequences resulting from an emergency at a nuclear power plant. The state will organize and respond to nuclear power plant emergencies as described in the Massachusetts Radiological Emergency Response Plan.
6. Executive Order #242, June 28, 1984 (Comprehensive All-Hazard Emergency Planning).
7. Executive Order #469, September 28, 2005 (Designation of the National Incident Management System As the Commonwealth's Incident Management Standard)
8. Statement of Understanding between the Commonwealth of Massachusetts and the American Red Cross, March 1994. The Statement of Understanding provides for cooperation and coordination between the American Red Cross and state *"agencies, authorities, counties, and municipalities in carrying and assigned responsibilities in the event of a "*disaster.
9. Massachusetts EOC Standard Operating Procedures.
10. State EOC Utilization Plan.
11. State Fire Mobilization Plan.
12. MEMA Continuity of Operations (COOP) Plan.

B. Federal

1. Homeland Security Presidential Directive (HSPD) 5, "Management of Domestic Incidents", February 28, 2003.
2. National Response Plan (NRP), May 2006.
3. National Incident Management System (NIMS), March 1, 2004.
4. Public Law 93-288, as amended, which provides authority for response assistance under the National Response Plan and which empowers the President to direct any Federal agency to use its authority and resources in support of state and local assistance efforts.
5. Public Law 81-920, the Federal Civil Defense Act of 1950, as amended, provides a system for joint building of capability at the Federal, state, and local levels to deal with all hazards.

6. Public Law 93-234, Flood Disaster Protection Act of 1973, as amended, provides insurance coverage for all types of buildings.
7. Public Law 99-499, Superfund Amendments and Reauthorization Act of 1986, which governs hazardous materials planning and right-to-know.
8. Public Law 101-615, Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
9. Public Law 95-510, Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (CERCLA) as amended, which requires facilities to notify authorities of accidental releases of hazardous materials.
10. Public Law 101-549, Clean Air Amendments of 1990, which provides for reductions in pollutants.
11. Public Law 85-256, Price-Anderson Act, which provides for a system of compensating the public for harm caused by a nuclear accident.
12. Public Law 84-99 (33 USC 701n), Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting, and rescue operations, and repair and restoration of flood control works threatened or destroyed by flood.
13. Public Law 91-671, Food Stamp Act of 1964, in conjunction with Section 412 of the Stafford Act, relating to food stamp distribution after a major disaster.
14. Public Law 89-665 (16 USC 470 et seq), National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
15. Stewart B. McKinney Homeless Assistance Act, 42 USC 11331-11352, Federal Emergency Management Food and Shelter Program.
16. National Flood Insurance Act of 1968, 42 USC 4001 et seq.
17. 44 CFR Parts 59-76, National Flood Insurance Program and related programs.
18. 44 CFR Part 13 (The Common Rule), Uniform Administrative Requirements for Grants and Cooperative Agreements.
19. 44 CFR Part 206, Federal Disaster Assistance for Disasters Declared after November 23, 1988.
20. 44 CFR Part 10, Environmental Considerations.
21. 44 CFR Part 14, Audits of State and Local Governments.
22. Federal Response Plan for Public Law 93-288, as amended, April 1999.
23. Nuclear Regulation (NUREG) 0654/FEMA-REP-1, which provides federal guidance for development and review of Radiological Emergency Management Plans for nuclear power plants.

MASSACHUSETTS EMERGENCY SUPPORT FUNCTION DESCRIPTIONS

I. INTRODUCTION

The following pages detail each of the Massachusetts Emergency Support Functions (MAESFs), including listings of primary and support agencies for each MAESF, policies under which each MAESF will operate, assumptions made in planning for each MAESF, concepts of operation, and responsibilities.

II. POLICIES

All agencies, both support and primary, operating within each MAESF will act in accordance with the Massachusetts Comprehensive Emergency Management Plan, the emergency plans of each individual agency, and applicable Federal guidelines.

III. SITUATION

Emergency or disaster response is the province of local government until such time as the situation overwhelms the local government's capabilities and resources. Local governments may then call upon the state, through MEMA, for assistance. In disaster or emergency situations when extensive state assistance must be delivered in support of local governments, the MEMA Operations Chief will activate or place on standby all needed MAESFs.

IV. CONCEPT OF OPERATIONS

MAESFs operate as part of the Operations Section under the Incident Command System. A primary agency coordinates the activities of the MAESF with help from supporting agencies. When local governments request assistance from the state, the Operations Section Chief will task MAESFs with missions to respond to those requests and meet the needs the requests address. MAESFs will coordinate with other MAESFs, their Federal counterparts, private organizations, vendors, and local governments to accomplish their missions. MAESFs will properly document their activities and keep fiscal records for costs incurred while performing assigned tasks.

V. RESPONSIBILITIES

The primary agency of each MAESF is responsible for coordinating all activities falling under that MAESF. In addition, each MAESF is responsible for accomplishing mission tasks assigned to it by the Operations Section Chief.

MASSACHUSETTS EMERGENCY SUPPORT FUNCTION 1

TRANSPORTATION

Primary Agency

Massachusetts Highway Department

Support Agencies

Massachusetts Aeronautic Commission
Massachusetts Turnpike Authority
Massachusetts Bay Transit Authority
Department of Conservation and Recreation

Regional Transit Authorities
Massachusetts Port Authority
Department of Education
Steam Ship Authority

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF): 1, *Transportation*, coordinates and directs the use of transportation resources for all emergency support groups, local and state, prior to a disaster and coordinates and directs the use of transportation resources during and immediately following a major disaster or emergency.

B. Scope

1. Assist with emergency evacuation and re-entry.
2. Process all transportation assistance requests from local governments and other MAESFs.
3. Coordinate and prioritize the use of all modes of public and private transportation to transport people, materials, goods, and services to and from the affected areas.
4. Establish emergency highway traffic regulations to restrict roadway use and access as needed.
5. Assist with recovery operations.

II. POLICIES

- A. The Massachusetts Highway Department will coordinate and direct the activities of MAESF 1, *Transportation*.
- B. Assets available to MAESF 1 will be used to assist local and state emergency operations and other MAESFs with emergency efforts to move people, materials, equipment, and other resources as needed.
- C. Allocation of resources shall be prioritized as follows:
 - 1. To evacuate persons in immediate peril.
 - 2. To maintain the movement of traffic for evacuees and for the transportation of emergency response and recovery resources.
 - 3. Transporting people, materials, equipment, and other resources to assist local government and other MAESFs as needed.

III. SITUATION

- A. Disaster Condition

Major disasters represent threats to the transportation infrastructure both before and after they strike. In anticipation of a disaster, the threatened area may be evacuated. Transportation resources will be needed to assist those evacuations. In the wake of a disaster, many of the local resources will be damaged or inaccessible. Disruptions in communications will worsen the transportation difficulties. Remaining local resources may not be able to cope with the demand for assistance. In such a case, transportation resources from outside the affected area will be needed.
- B. Planning Assumptions
 - 1. All available local transportation resources will be damaged, destroyed, or committed and local government will therefore request transportation assistance from the state.
 - 2. Coordination with local governments and other MAESFs will be crucial to meeting transportation needs.
 - 3. Access to and through affected areas of the Commonwealth will likely be severely restricted. Some areas may be accessible only by aircraft or boat.
- C. Preparedness Actions

The primary agency, in coordination with the Massachusetts Emergency Management Agency (MEMA), will develop emergency plans and procedures to guide the activities of MAESF 1. The primary agency will work with the support agencies to help those agencies develop their own plans and procedures with help from MEMA as needed.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon request from MEMA, the Massachusetts Highway Department will have agency liaison(s) report to the State Emergency Operations Center (SEOC) in order to coordinate and implement the response to transportation-related requests for assistance.
2. The agency liaison(s) will staff the MAESF 1 workstation in the SEOC, identify needed support agencies, and assure that support agencies are activated or placed on standby as needed.
3. As the primary for all activities under MAESF 1, the Massachusetts Highway Department, in coordination with MEMA, will ensure that all agencies assigned to MAESF 1 respond to requests for local transportation assistance.
4. Following any evacuation, the majority of requests for transportation resources will likely be generated by other MAESFs.
5. Transportation equipment will be committed when authorized evaluation or re-entries have been made and when local resources are insufficient.
6. All support agencies and organizations will be notified and tasked to provide 24-hour representation as necessary. Each support agency and organization shall ensure that sufficient staff is available to man the SEOC workstation and support SEOC activities on a continuous basis.
7. Individuals staffing the SEOC on behalf of MAESF 1 agencies and organizations should have extensive knowledge of the resources and capabilities of their respective agencies and have access to the appropriate authority for committing agency resources.

B. Organization

1. MAESF 1, *Transportation*, will organize under the leadership of the Massachusetts Highway Department. Personnel assigned to the State EOC from the Massachusetts Highway Department will provide daily direction for all assigned missions. The Massachusetts Highway Department, in coordination with MEMA, shall develop an organizational structure for directing, planning, implementing, and monitoring mission assigned by MEMA, according to the MAESF concept.
2. Eight agencies form the support group for MAESF 1. Although the composition of the support agencies for MAESF 1 will likely change as a result of the planning process and through experience, it is anticipated that these eight agencies will constitute the base for providing *transportation* type assistance to local governments following a major disaster or emergency.
3. MAESF 1: *Transportation*, is grouped together with MAESF 2: *Communications*, MAESF 3: *Public Works and Engineering*, and MAESF 12: *Energy*, under the Infrastructure Branch for the purpose of tracking missions assigned to the MAESFs.

C. Notification

1. In the event of an emergency or disaster, the primary agency will be notified by MEMA.
2. The primary agency will request MEMA to notify support agencies as needed.

D. Response Actions

1. Initial Response Actions

- a. Verify inventories of available vehicles and provide a summary listing to MAESF 5: *Information and Planning*.
- b. Establish communications with appropriate agency field personnel to coordinate response efforts.
- c. Pre-position response resources when it is apparent that state transportation resources will be required.
- d. Use information provided by MAESF 5 to plan effective response actions.
- e. Pre-position recovery resources at the nearest staging area(s), as needed.
- f. In coordination with the US Coast Guard, notify harbor officers in areas affected or expected to be of the need to secure access to drawbridges and restrict harbor traffic. This is the responsibility of the Massachusetts Port Authority (MPA).
- g. Direct the lifting of tolls in order to assist in the evacuation of specific areas or regions as needed.
- h. Coordinate with MAESF 6: *Mass Care*, for ground transportation of evacuees to shelters during evacuations.
- i. Coordinate with MAESF 10: *Environmental Protection and Hazardous Materials*, to identify any known hazardous materials transporters such as oil tankers, barges, or trucks that could be affected by an emergency or disaster and could have a bearing on the commitment of transportation resources.
- j. Implement predetermined cost accounting measures for tracking overall MAESF 1 personnel, equipment, materials, and other costs incurred during emergency response actions.
- k. Coordinate with Federal Emergency Support Function (ESF) counterpart as needed.

2. Continuing Response Actions

- a. Coordinate the transportation of personnel, goods, and services in response to requests for assistance.
- b. Reassess priorities and strategies to meet the most critical of transportation needs.
- c. Track committed transportation resources and provide information to MAESF 5: *Information and Planning*.
- d. Prepare and process reports using established procedures, with attention given to matters that will be of interest in after-action reports.
- e. Draft recommendations for after-action reports and other reports as appropriate.

E. Recovery Actions

Develop strategies, in coordination with MAESF 5, for supporting recovery operations.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

1. Coordinate with support agencies and MEMA to direct transportation resources and prioritize transportation needs.
2. Ensure replacement of critical traffic control signs and signals in the affected areas that have been damaged, destroyed, or lost.
3. Ensure that necessary cost accounting measures are being used by all support agencies and that summary reports are generated as needed and shared with MAESF 5: *Information and Planning*.
4. Coordinate with MAESF 7: *Resource Support*, and MAESF 15: *Volunteers and Donations*, to obtain information related to vendors, volunteer groups, and other organizations that may be able to supplement local and state transportation resources.
5. Coordinate with MAESF 3: *Public Works and Engineering*, to commit agency resources for debris removal, construction work, and other public works-related tasks as needed.
6. Develop written procedures to implement the responsibilities outlined in the Massachusetts Comprehensive Emergency Management Plan (CEMP).

B. Responsibilities of the Support Agencies

1. General Responsibilities
 - a. Send a liaison to the State EOC as directed by the primary agency or MEMA.
 - b. Commit Massachusetts Highway Department resources as needed.
 - c. Develop written procedures to implement the responsibilities outlined in the CEMP.

2. Specific Responsibilities

- a. Massachusetts Aeronautic Commission
The Massachusetts Aeronautic Commission coordinate with other MAESF 1 agencies, using the Commission's authority over the Commonwealth's 52 publicly owned and 26 privately owned public use airports, seaplane bases, and private-use landing areas to help with transportation-related response efforts.
- b. Massachusetts Bay Transit Authority
Massachusetts Bay Transit Authority (MBTA) will coordinate the emergency use of MBTA operated buses, trolleys, trackless trolleys, and rapid transit systems in the seventy-nine cities and towns of the MBTA district.
- c. Massachusetts Highway Department
Massachusetts Highway Department (MHD) has responsibility for the development and maintenance of all state highways. As such, MHD will coordinate with other MAESF 1 agencies to deploy MHD resources to support transportation-related emergency response efforts.
- d. Regional Transit Authorities
All fifteen Rapid Transit Authorities (RTAs) will coordinate with and assist MAESF 1 as needed.
- e. Massachusetts Turnpike Authority
The Massachusetts Turnpike Authority (MTA) is responsible for the operation and maintenance of the Massachusetts Turnpike, Boston extension, and the Callahan/Sumner/Williams Tunnels. The MTA will coordinate with and assist MAESF 1 agencies during emergencies as needed.
- f. Massachusetts Port Authority
The Massachusetts Port Authority (MPA) is responsible for the operation and maintenance of commercial aviation facilities at Logan International Airport, Hanscom Field, and Worcester Airport, as well as maritime facilities at the Port of Boston. MPA is also responsible for the Tobin and Zakim Bridges. The MPA will coordinate with and assist MAESF 1 agencies as needed.
- g. Department of Education
Staff members from the Department of Education will coordinate with MAESF 1 and school district personnel statewide for the emergency use of school buses.
- h. Department of Conservation and Recreation
The Department of Conservation and Recreation operates and maintains a regional park, roadway, and recreational system in the Boston metropolitan area. The Division will coordinate with MAESF 1 agencies to commit resources, as needed, in support of public works and engineering response efforts.
- i. Steam Ship Authority
The Steam Ship Authority operates and maintains ferry services to Nantucket and Martha's Vineyard. The Stream Ship Authority will coordinate with MAESF 1 as needed

VI. REFERENCES

- A. Cape Cod Emergency Traffic Plan
- B. Unified Response Manual for Roadway Traffic Incident
- C. Traffic Rerouting Plan
- D. Air Crash Plan
- E. Terrorism Plan
- F. Mitigation Plan
- G. Radiological Emergency Response Plan
- H. Recovery Plan
- I. MAESF-1 Standard Operating Procedures

MASSACHUSETTS EMERGENCY SUPPORT FUNCTION 2

COMMUNICATIONS

Primary Agency

Massachusetts Emergency Management Agency (MEMA)

Support Agencies

State Emergency Communications Committee
Massachusetts Wing, Civil Air Patrol
Statewide Emergency Telecommunications Board (911)
Massachusetts National Guard
NEXTEL

Amateur Radio
Verizon
Cingular
AT&T

I. INTRODUCTION

A. Purpose

The purpose of MAESF 2: *Communications*, is to ensure delivery of effective communications support for state and local emergency response and recovery efforts before, during, and after a major disaster or emergency.

B. Scope

1. MAESF 2 will coordinate the communication equipment and service assets of state agencies, volunteer groups, the telecommunications industry, and the Federal government to help ensure that emergency response and recovery functions are successful.
2. MAESF 2 will be the focal point of all communications activity at the state level during and after activation of the State Emergency Operations Center (SEOC).

II. POLICIES

- A. The Massachusetts Emergency Management Agency (MEMA), under the Executive Office of Public Safety, will coordinate and direct the activities of MAESF 2: *Communications*.
- B. Assets available to MAESF 2 will be used to assist local and state emergency operations agencies and other MAESFs with establishing and maintaining emergency communications during both the emergency response and recovery phases.

III. SITUATION

A. Disaster Condition

A major disaster may severely affect commercial telecommunication networks and electric transmission facilities. Coordination of all surviving communications assets, including those of state agencies, local governments, and the telecommunications industry, will be needed to coordinate the restoration of communications in the affected area.

B. Planning Assumptions

1. Many of the local communications facilities, resources, and assets will be damaged or destroyed as a result of the disaster. Coordinated assistance from the state will be needed to restore communications capability.
2. Coordination with local governments, state agencies, volunteer groups, the telecommunications industry, and the Federal government will be needed.
3. Access to and through affected areas of the Commonwealth will likely be severely restricted.

C. Preparedness Actions

1. MEMA shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments according to the MAESF concept.
2. An inventory of the communications resources of MEMA and the other various state agencies, complete with explanatory text and illustrations, are part of the resource lists and standard operating procedures of the State Communications Plan. This Plan is maintained by the MEMA Communications Officer and includes details of the following elements:
 - a. A statewide radio communication system of linked microwave repeaters and an 800 MHz trunk with low-band and UHF capability. The system interconnects MEMA Headquarters with the MEMA Regional Offices, and also allows communication over Civil Air Patrol radios and portable radio units.
 - b. The Statewide Radio Amateur Civil Emergency Services (RACES) amateur radio network, which uses the 2- and 6-meter radio repeaters, HF, and packet radio. This system is supported by the Amateur Radio Emergency Service (ARES) and SKYWARN.
 - c. Base radio stations that connect public safety and other related agencies to include Civil Air Patrol, Massachusetts Highway Department, Public Health, National Guard, State Police, American Red Cross, FEMA Region I, the New Hampshire Emergency Management Agency, and various other public safety radio networks.
 - d. Amateur radio, vehicle-to vehicle, statewide communication capabilities via mobiles and portables, cellular telephones, including land and satellite based systems, and local community radio links serve as the MEMA Regional headquarters communications networks.
 - e. Emergency communications backup system for communities within the Emergency Planning Zones (EPZs) of the state's nuclear power plants and nuclear power plant emergency radio systems for communications between the utilities, the SEOC, State Police, and MEMA Regional Offices.

- f. Dedicated microwave/land line network interconnecting the nuclear power plants with the State Police, municipal EOCs, and State EOCs in Massachusetts, New Hampshire, and Vermont.
- g. The National Warning System's (NAWAS) dedicated telephone communications system interconnecting 26 warning points on the state circuit to the rest of the nation. Warnings can then be transmitted to all 351 communities in the state by telephone and local radio.
- h. Massachusetts Emergency Alert System (EAS) using 7 Local Primary stations and four backup stations, broadcasts National Weather Service (NWS) emergency information and emergency information from other sources by radio, television, and cable.

IV. CONCEPT OF OPERATIONS

A. General

- 1. Upon notification, the MEMA Communications Officer, or designee, will report to the SEOC for coordination and implementation of communication related requests for assistance.
- 2. The MEMA Communications Officer, or designee, will staff an MAESF 2 work station, identify needed support agencies for MAESF 2, and take the necessary steps to ensure that support agencies are activated or placed on standby as needed.
- 3. As the primary agency for all activities under MAESF 2, MEMA will ensure that agencies assigned to MAESF 2 respond to all requests for local communication assistance.
- 4. All support agencies and organizations will be notified and tasked to provide 24-hour representation for as long as necessary. Each support agency and organization is responsible for ensuring that enough program staff is available to work in the SEOC and carry out the activities tasked to the rep's organization on a continuous basis.
- 5. Those individuals sent to represent organizations at the SEOC will have extensive knowledge of the resources and capabilities of their respective agencies and organizations, and have access to the appropriate authority for committing such resources.

B. Organization

- 1. MEMA, as the primary agency for MAESF 2: *Communications*, will provide direction for all missions assigned to this MAESF.
- 2. Support agencies, including amateur radio and private organizations, assist MEMA with maintaining communication service for emergency response and recovery efforts. These entities will constitute the base for providing communications assistance to local government following a major disaster or emergency.
- 3. MAESF 2: *Communications*, is grouped together with MAESF 1: *Transportation*, MAESF 3: *Public Works and Engineering*, and MAESF 12: *Energy* under the Infrastructure Incident Command System (ICS) Branch (see Exhibit Four) for purpose of tracking missions assigned to the MAESFs.

C. Response Actions

1. Initial Response Actions

- a. Develop strategies for initial response.
- b. Verify inventories of MAESF 2 communication resources and provide summary listing to MAESF 5: *Information and Planning*.
- c. Establish communications with Regional Office(s) for coordination of response efforts.
- d. Implement predetermined cost accounting measures for tracking overall MAESF 2 personnel, equipment, materials, and other costs incurred during emergency response actions.
- e. Pre-position response when it appears state communication resources will be required.
- f. Use information provided by MAESF 5: *Information and Planning*, for planning response actions.
- g. Assess the need for industry telecommunications support. Obtain such support as needed.
- h. Coordinate the acquisition and deployment of communications equipment, personnel, and other resources to establish temporary communications within the affected area(s).
- i. Pre-position anticipated recovery communication resources to the nearest staging area(s), as needed.
- j. Keep abreast of the plans and actions of the commercial telecommunications companies to restore services and provide a summary to MAESF 5: *Information and Planning*.
- k. Coordinate with MEMA Operations personnel to maintain and/or restore the Statewide Radio Communications System to the extent possible, see that statewide communication links (are established and maintained) from vehicles to the SEOC, Framingham.
- l. Coordinate with MAESF 6: *Mass Care*, to develop and maintain adequate communications at local shelters.
- m. Coordinate with MAESF 7: *Resource Support*, in procuring needed communication equipment and service.
- n. Coordinate with Federal Emergency Support Function (ESF) counterpart as needed.

2. Continuing Response Actions

- a. Coordinate communications support to all government and volunteer agencies as needed.
- b. Using the Statewide Communications Plan reassess priorities and strategies in light of the most critical of communication needs.
- c. Track committed resources and provide information to MAESF 5: *Information and Planning*.
- d. Prepare and process reports, using established procedures, giving attention to the production of after-action reports.
- e. Draft recommendations for after-action reports and other reports as needed.

D. Recovery Actions

1. Develop strategies in coordination with MAESF 5: *Information and Planning*, for supporting recovery operations to include the availability, operational condition, duration of need, and logistical requirements of equipment and other resources needed.
2. Assist, as needed, with assessing damage to the communications infrastructure with special attention to publicly owned communication systems and facilities, and provide tabulated results to MAESF 5: *Information and Planning*.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

1. Coordinate with support agencies in directing communication resources and in prioritizing communication needs per the Statewide Communication Plan.
2. Coordinate replacement and restoration of critical damaged or destroyed communication equipment and facilities in the affected areas.
3. Coordinate with all support agencies to ensure adequate cost accounting measures are being used, and summary reports are generated and shared with MAESF 5: *Information and Planning*.
4. Coordinate the communication capabilities of all MAESFs adequately for their needs.
5. Develop written procedures to implement the responsibilities outlined in the Massachusetts Comprehensive Emergency Management Plan (CEMP).

B. Responsibilities of the Supporting Agencies

1. General Responsibilities
 - a. Report to the SEOC as directed by primary agency.
 - b. Make available to MAESF 2 an inventory of agency communication assets to include assets located at headquarters, district, region, or other affiliated offices statewide.
 - c. Commit agency resources as needed.
 - d. Develop written procedures to implement the responsibilities outlined in the Massachusetts CEMP.
2. Specific Responsibilities
 - a. Massachusetts National Guard
The National Guard will provide temporary telecommunications equipment and personnel support as needed.
 - b. Amateur Radio
Amateur radio operators can provide vital communication links between local response agencies, shelters, MEMA Regional Offices, the SEOC, state agencies, private and volunteer organizations, and local elected officials.
 - c. Verizon
Verizon is a major provider of landline and wireless telephone communications and can assist the state with technical expertise, impact assessment and emergency communications capabilities.

- d. Cingular
Cingular is a leading provider of wireless communications. Cingular can assist the state with technical expertise, impact assessment, and emergency communications.
- e. AT&T
AT&T can provide technical expertise, impact assessment, and emergency communication capabilities.
- f. Civil Air Patrol
Civil Air Patrol (CAP) can provide vital communications links between state agencies and private and volunteer organizations.
- g. Emergency Telecommunications Board
The Emergency Telecommunications Board is designed to dispatch a functional, mobile Public Safety Answering Point (PSAP) to any community to replace the community's PSAP.
- h. Massachusetts State Emergency Communications Committee
The State Emergency Communications Committee (SECC) develops the Statewide EAS Plan.
- i. NEXTEL
NEXTEL is a leading provider of wireless communications. Nextel can assist the state with technical expertise, impact assessment, and emergency communications.

VI. REFERENCES

- A. See Basic Plan, References & Authorities.
- B. RACES Plan
- C. Emergency Alert System Plan
- D. Air Crash Plan
- E. Terrorism Plan
- F. Mitigation Plan
- G. Radiological Emergency Response Plan
- H. Recovery Plan
- I. MAESF-2 Standard Operating Procedures

Massachusetts Emergency Support Function 3

PUBLIC WORKS AND ENGINEERING

Primary Agency

Department of Conservation and Recreation (DCR)

Support Agencies

Massachusetts Bay Transportation Authority
Department of Environmental Protection
Division of Urban Parks and Recreation
Massachusetts Highway Department
Massachusetts Water Resources Authority

Massachusetts Port Authority
Bureau of Building Regulations and
Standards
Division of State Parks and Recreation
Division of Capital Asset Management

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 3: *Public Works and Engineering*, coordinates and directs public works and engineering efforts to support local governments in lifesaving and life protecting activities prior to, during, and immediately following a major disaster.

B. Scope

MAESF 3 will provide the following types of services to local government to protect lives and provide for the health and safety of the general public:

1. Technical advice and evaluations.
2. Construction management and inspections.
3. Direct state assistance and emergency contracting services for repair and restoration of water, wastewater and solid waste facilities.
4. Emergency debris clearance for reconnaissance and passage of emergency response personnel, equipment, and supplies.
5. Repair and restore damaged emergency access routes necessary for the transportation of emergency rescue personnel and supplies.
6. Emergency demolition and stabilization of damaged structures, as appropriate, to facilitate emergency response operations.
7. Process all public works and engineering assistance requests from local governments and other MAESFs.

II. POLICIES

- A. The Department of Conservation and Recreation (DCR) will coordinate the activities of MAESF 3: *Public Works and Engineering*.
 - 1. DCR will direct emergency response operations related to all aspects of the Commonwealth's transportation infrastructure with MAESF 1 *Transportation*.
 - 2. DCR will coordinate emergency response operations related to all aspects of the Commonwealth's construction, water, waste water, and solid waste infrastructure.
- B. Assets available to MAESF 3 will be used to assist local and state emergency operations agencies and other MAESFs with emergency public works and engineering needs.

III. SITUATION

A. Disaster Condition

Extensive property damage will occur during a major disaster or emergency event. Many homes, businesses, major industries, and commercial enterprises will be damaged or destroyed. The structural integrity of many public buildings, bridges, roadways, and other facilities will be compromised. Much of the transportation and utility infrastructure will be severely affected. Many of the facilities will need to be reinforced, demolished, or isolated to ensure public safety. Emergency response personnel will be hampered in their response efforts due to transportation impasses, the lack of electrical power, and damaged, destroyed, or inaccessible local structures and other facilities. Water and waste facilities may be damaged or destroyed. State agencies will need to immediately deploy resources from unaffected areas of the Commonwealth to ensure an effective and efficient response.

B. Planning Assumptions

- 1. A multitude of basic public works and engineering services will be needed from the state following a major disaster.
- 2. Ground, air, rail, and water routes will be impassable or severely obstructed requiring assistance to access the disaster area. As a result, priority will be given for removal of debris and other repairs to open access routes in support of immediate lifesaving activities.
- 3. Rapid damage assessment of the disaster areas will be necessary to determine potential workloads.
- 4. Emergency environmental and other legal waivers for the disposal of debris, construction material, and other waste will need to be secured.
- 5. Legal requirements that would delay procurement of contracting services or the purchasing of materials will need to be temporarily waived.
- 6. Large numbers of engineers, construction workers, equipment operators, and other skilled personnel, along with equipment and supplies from outside the disaster area, will be needed.
- 7. Support services for feeding, clothing, sheltering, and equipping workers will need to be procured from MAESF 6: *Mass Care* and deployed to the affected areas.

C. Preparedness Actions

The primary agency, in coordination with the Massachusetts Emergency Management Agency (MEMA), shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments from MEMA according to the MAESF 3 concept.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon request from MEMA, the Department of Conservation and Recreation (DCR) will make its agency liaisons available to report to the State Emergency Operations Center (SEOC) to coordinate and respond to public works and engineering related requests for assistance.
2. The DCR liaisons will staff an MAESF 3 work station, identify needed support agencies for MAESF 3, and take the necessary steps to ensure that these agencies are activated or placed on standby, as needed.
3. As the primary support agency for all activities under MAESF 3, DCR in coordination with MEMA will ensure that agencies assigned to MAESF 3, respond to all requests for local public works and engineering assistance.
4. It is anticipated that the majority of the requests for public works and engineering services will concern the repair and restoration of emergency access routes, potable water supplies, water and wastewater treatment systems, and water pressure for fire fighting.
5. Public works and engineering services will be provided upon mission assignment from MEMA, only when local resources are deemed inadequate or potentially inadequate for responding to and recovering from the incident.
6. All support agencies and organizations will be notified and expected to provide 24-hour representation as needed. Each support agency and organization is responsible for securing sufficient program staff to report to and support the SEOC and to carry out the activities tasked to their organization on a continuous basis.
7. Those representing organizations and staffing the SEOC will have extensive knowledge of the resources and capabilities of their respective agencies and organizations, and have access to the appropriate authority for committing such resources.

B. Organization

1. As the MAESF 3 primary agency, the Department of Conservation and Recreation will provide direction in all matters related to roadway repair, restoration, and construction and shall provide direction in all matters related to building construction and public works.
2. The support agencies are assigned to MAESF 3: *Public Works and Engineering*, to support the restoration of the transportation and public works infrastructures after a major disaster or emergency. Although the composition of the support agencies for MAESF 3 will likely change as a result of the planning process and through experience, it is anticipated that these agencies will constitute the basis for providing public works and engineering type assistance to local governments.

3. MAESF 3: *Public Works and Engineering*, is grouped together with MAESF 12: *Energy*, MAESF 2: *Communications*, and MAESF 1: *Transportation* under the Infrastructure Incident Command System (ICS) Branch for purposes of tracking missions assigned to the MAESF 3.

C. Notification

1. In the event of an emergency or disaster, the primary agency will be notified by MEMA.
2. The primary agency, the Department of Conservation and Recreation, will request MEMA to notify support agencies as needed.

D. Response Actions

1. Initial Response Actions
 - a. Develop strategies for initial response to include the mobilization of resources and personnel.
 - b. Deploy personnel and resources as required.
 - c. Verify inventories of available vehicles and public works and engineering services provide summary listing to MAESF 5: *Information and Planning*.
 - d. Each MAESF agency will establish communications with appropriate agency field personnel for the coordination of response efforts.
 - e. Implement predetermined cost accounting measures for tracking overall MAESF 3 personnel, equipment, materials, and other costs incurred undertaking emergency response actions.
 - f. Pre-position response resources when it appears state public works and engineering resources will be needed.
 - g. Use information provided by MAESF 5: *Information and Planning* to plan effective response actions.
 - h. Pre-position recovery resources to the nearest staging area(s), as needed.
 - i. Prioritize roadway corridors, bridges, ports, waterways, and airstrips for emergency debris clearance and repair in order to access affected areas.
 - j. Provide for legal waivers concerning state construction contracts, debris disposal, and other emergency response actions to ensure rapid restoration of services.
 - k. Coordinate with Federal Emergency Support Function (ESF) counterpart, as needed.

2. Continuing Response Actions
 - a. In coordination with MEMA, coordinate the mobilization and deployment of personnel, equipment, and materials in response to requests for assistance.
 - b. Reassess priorities and strategies in order to meet the most critical public works and engineering needs.
 - c. Track committed resources and provide information to MAESF 5: *Information and Planning*.
 - d. Provide personnel to assist in completing preliminary damage assessments (PDAs), as needed.
 - e. Coordinate with MAESF 6: *Mass Care*, in providing emergency debris clearance for sheltering operations, safe passage for emergency workers, and other related matters.
 - f. Draft recommendations for after-action reports and other reports as needed.
- E. Recovery Actions
1. In coordination with MAESF 5: *Information and Planning*, develop strategies for supporting recovery operations.
 2. Upon request by MEMA, provide engineers, skilled personnel, and construction workers, along with necessary equipment and materials, to assist in recovery operations.
 3. Continue to coordinate with Federal counterpart, as needed.

V. RESPONSIBILITIES

- A. Responsibilities of the Primary Agency
1. Deploy agency resources in coordination with MAESF 3 support agencies.
 2. Coordinate with support agencies in prioritizing needs and in directing public works and engineering resources, including engineers, skilled personnel, construction workers, equipment, and materials for the following tasks:
 - a. Removal of debris to restore access.
 - b. Repair and restoration of water and waste water facilities.
 - c. Repair and restoration of critical public services and facilities.
 - d. Repair or demolition of damaged structures and facilities as appropriate.
 - e. Completion of damage assessments.
 3. Support other MAESFs according to established priorities.
 4. Develop written procedures to implement the responsibilities outlined in the Massachusetts Comprehensive Emergency Management Plan (CEMP).

B. Responsibilities of the Support Agencies

1. General Responsibilities

- a. Report to the SEOC as directed by the primary agency.
- b. Make available to MAESF 3 an inventory of agency public works and engineering resources to include those located at headquarters, district, regional, or other affiliated offices statewide.
- c. Commit resources as needed.
- d. Develop written procedures to implement the responsibilities outlined in the CEMP.

2. Specific Responsibilities

- a. Massachusetts Bay Transportation Authority
The Massachusetts Bay Transportation Authority (MBTA) will coordinate the emergency use, repair, and restoration of its buses, trolleys, trackless trolleys, and rapid transit in the seventy-nine cities and towns of the MBTA district.
- b. Massachusetts Highway Department
The Massachusetts Highway Department (MHD) has responsibility for the development and maintenance of all state highways, and, as such, will coordinate with MAESF 3 in the deployment of MHD public works and engineering-related resources to support emergency response efforts.
- c. Massachusetts Port Authority
The Massachusetts Port Authority (MPA) is responsible for the operations and maintenance of the Tobin Bridge, and commercial aviation facilities at Logan International Airport, Hanscom Field, and the maritime facilities in the Port of Boston. The MPA will coordinate with and assist MAESF 3 as needed.
- d. Division of State Parks and Recreation
The Division of State Parks and Recreation manages the state forests and will use its equipment and personnel to assist in removing debris from the public right-of-way and in maintaining emergency communications as needed.
- e. Division of Capital Asset Management
The Division of Capital Asset Management is responsible for planning, design, property management, facility maintenance, supervision acquisition, renovation, and demolition of state public buildings. The division shall provide construction expertise in support of MAESF 3.
- f. Division of Urban Parks and Recreation
The Division of Urban Parks and Recreation operates and maintains a regional park, roadway, and recreational system in the Boston metropolitan area. The division will coordinate with MAESF 3 agencies in committing resources, as needed, to support public works and engineering response efforts.
- g. Massachusetts Water Resources Authority
The Massachusetts Water Resources Authority (MWRA) operates the sewer and water delivery system for the Boston metropolitan area, and has the authority to rebuild sewage treatment facilities and water supply pipelines. The MWRA will coordinate with MAESF 3 in the repair and restoration of affected water and waste treatment systems.
- h. Department of Environmental Protection
The Department of Environmental Protection provides overall management of hazardous waste treatment, and solid waste disposal.
- i. Bureau of Building Regulations and Standards
The Bureau of Building Regulations and Standards is responsible for promulgating and maintaining the Massachusetts State Building Code.

VI. REFERENCES

- A. Debris Management Plan
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-3 Standard Operating Procedures

Massachusetts Emergency Support Function 4

FIRE FIGHTING

Primary Agency

Department of Fire Services

Support Agencies

Department of Conservation and Recreation
Massachusetts Fire Chiefs Association
Fire Districts

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 4: *Fire Fighting*, provides state support to local governments for detecting and suppressing urban, rural, and wild fires resulting from, or coincidental with, an emergency or major disaster.

B. Scope

MAESF 4 will assist local entities in managing and coordinating fire fighting detection and suppression efforts, to include mobilizing and providing personnel, equipment, and supplies as needed.

II. POLICIES

- A. The Department of Fire Services will coordinate and direct the emergency response operations of MAESF 4: *Fire Fighting*.
- B. Assets available to MAESF 4 will be used to assist and augment local emergency fire fighting operations.
- C. MAESF 4 will coordinate with MAESF 8: *Health and Medical Services*, regarding medical assistance and the transportation of victims beyond establishing initial collection sites.

III. SITUATION

A. Disaster Condition

The management and coordination of a large fire fighting operation is complex and may involve multiple agencies. Fires that are potentially of disastrous proportion, or which are coincident with another disaster situation will place stress on the resources of local entities. In the event of a major disaster or emergency event, numerous urban, rural, and wild land fires may ignite. Ignition sources normally of little concern, can become more dangerous under a disaster condition. In disaster conditions, these fires can spread rapidly, cause severe damage, and seriously threaten lives and property. Fire departments in the immediate vicinity of the disaster will likely become totally committed and stretched beyond response capacity. Local fire agencies and other fire fighting resources will be difficult to obtain, manage, coordinate, and utilize due to the disruption of communication, transportation, utility, and water systems within disaster localities.

B. Planning Assumptions

1. All available local fire fighting resources will be committed and additional help will be needed from the state.
2. Coordination and direction of local efforts, including volunteers, will be required.
3. Damaged areas will be restricted and inaccessible except, in some cases, by aircraft.
4. Secondary events or disasters will threaten lives and property as well as fire fighting personnel.

C. Preparedness Actions

The MAESF 4 primary agency shall develop a document providing direction in all matters related to the commitment of state firefighting resources, in accordance with the State Fire Mobilization Plan. The Department of Fire Services, in coordination with MEMA and the fire mobilization districts, shall develop an organizational structure for directing, planning, implementing, and monitoring missions assigned by MEMA according to the MAESF concept.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon request from the Massachusetts Emergency Management Agency (MEMA), the Department of Fire Services will make available liaisons to report to the State Emergency Operations Center (SEOC) for the coordination and implementation of fire fighting related requests for assistance.
2. The agency liaisons will staff an MAESF 4 work station, identify needed support agencies, and take the necessary steps to assure that support agencies are activated or placed on standby, as needed.
3. The primary agency, as the lead for all activities under MAESF 4, will attempt to ensure that agencies assigned to MAESF 4 respond to requests for local fire fighting assistance.

4. MAESF 4 will coordinate and mobilize the resources of the state and volunteer organizations to assist local fire fighting efforts.
5. All support agencies and organizations will be notified and tasked to provide 24-hour representation as necessary. Each support agency and organization is responsible for securing program staff sufficient to report to and support the SEOC in carrying out the activities tasked to their organization on a continuous basis.
6. Individuals representing organizations that are staffing the SEOC will have extensive knowledge of the resources and capabilities of their respective agencies and organizations and have access to the appropriate authority for committing such resources.

B. Organization

MAESF 4: *Fire Fighting*, is grouped together with MAESF 9: *Search and Rescue*, MAESF 10: *Environmental Protection and Hazardous Materials*, and MAESF 16: *Law Enforcement and Security*, under the Emergency Services Incident Command System (ICS) Branch for the purpose of tracking missions assigned to the MAESFs.

C. Notification

1. In the event of an emergency or disaster, the primary agency will be notified by MEMA.
2. The primary agency will request MEMA notify support agencies as needed.

D. Response Actions

1. Initial Response Actions
 - a. Develop strategies for initial response.
 - b. Verify inventories of available fire fighting resources and services, and provide a summary listing to MAESF 5: *Information and Planning*.
 - c. Implement predetermined cost accounting measures for tracking overall MAESF 4 personnel, equipment, materials, and other costs incurred during emergency response actions.
 - d. Preposition response resources when it appears that state fire fighting resources will be required.
 - e. Use information produced by MAESF 5: *Information and Planning*, to plan effective response actions.
 - f. Use existing fire fighting mutual aid agreements to coordinate with other state and local agencies, other MAESFs, and the Commonwealth's fire mobilization coordinators in the commitment of fire fighting, transportation, and resource procurement from outside the affected areas(s).
 - g. Coordinate with MAESF 8: *Health and Medical Services*, regarding medical assistance and the transportation of victims beyond the established collection sites.
 - h. Coordinate with Federal Emergency Support Functions (ESFs) as needed.
2. Continuing Response Actions
 - a. When appropriate, coordinate and oversee requests for Federal fire suppression assistance and other Federal fire fighting resources.
 - b. Reassess priorities and strategies according to the most critical of public works and engineering needs.

- c. Track committed resources and provide summary to MAESF 5, *Information and Planning*.
 - d. Draft recommendations for after-action reports and other reports as needed.
- E. Recovery Actions
 - 1. Develop strategies, in coordination with MAESF 5: *Information and Planning*, for supporting recovery operations.
 - 2. Upon request, MAESF 4 will provide firefighting resources to assist recovery efforts.

V. RESPONSIBILITIES

- A. Responsibilities of the Primary Agency
 - 1. Deploy and utilize agency resources in coordination with MAESF 4 support agencies.
 - 2. Coordinate with support agencies in prioritizing needs, and directing fire fighting resources and services from the fifteen fire mobilization districts.
 - 3. Support the actions of other MAESFs in accordance with established priorities.
 - 4. Develop written procedures to implement the responsibilities outlined in the Massachusetts Comprehensive Emergency Management Plan.
- B. Responsibilities of the Support Agencies
 - 1. General Responsibilities
 - a. Report to the SEOC as directed by the primary agency.
 - b. Provide MAESF 4 with an inventory of agency fire fighting resources and services statewide.
 - c. Commit agency resources as needed.
 - d. Develop written procedures to implement the responsibilities outlined in the *Massachusetts Comprehensive Emergency Management Plan*.
 - 2. Specific Responsibilities
 - a. Department of Conservation and Recreation
The Department of Conservation and Recreation (DCR) can provide back-up fire fighting equipment and trained firefighters, and assist in organizing and training firefighters for cities and towns requiring assistance. DCR will coordinate with and assist MAESF 4 as needed.
 - b. Massachusetts Fire Chief's Association
The Massachusetts Fire Chiefs' Association will support local and state fire fighting agencies as needed.

VI. REFERENCES

- A. Massachusetts State Fire Mobilization Plan
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-4 Standard Operating Procedures

Massachusetts Emergency Support Function 5

INFORMATION AND PLANNING

Primary Agency

Massachusetts Emergency Management Agency

Support Agencies

All Massachusetts Emergency Management Team Agencies

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 5: *Information and Planning*, collects and processes disaster related information to facilitate the overall emergency response of the Commonwealth and help provide assistance to affected towns, cities, and areas of the state.

B. Scope

MAESF 5 coordinates the overall information gathering and planning activities in the State Emergency Operations Center (SEOC) in support of Federal, state, and local response operations. Activities include:

1. Collect and process information from MAESFs, local governments, and other sources for use by response organizations and inclusion in briefings, reports, and press releases.
2. Display pertinent information for briefings using maps, charts, and electronic mediums.
3. Consolidate, review, and analyze information in support of the ongoing response planning process.

II. POLICIES

- A. The Massachusetts Emergency Management Agency (MEMA) will coordinate and direct the activities of MAESF 5: *Information and Planning*.
- B. Assets available to MAESF 5 will be used to enhance the state's overall emergency response efforts.
- C. MAESF 5 will collect and process information and disseminate it for use by other MAESFs, local governments, and volunteer and other organizations. The information will support needs to create reports, briefings, displays, and planning operations.
- D. MAESF 5 will consolidate key information into reports and other documents, describe and document overall response activities, and keep appropriate authorities informed of the status of the overall response operation.

- E. MAESF 5 staff members will maintain and display key information on maps, charts, and status boards in the SEOC, and, when requested, computer bulletin boards or electronic mail.
- F. MAESF 5 will establish a pattern of information flow in support of the planning process initiated by the Massachusetts Emergency Management Team (MEMT) leadership.
- G. MAESF 5 will activate whenever another MAESF becomes operational.

III. SITUATION

A. Disaster Condition

A major or emergency disaster may threaten and severely damage the civil infrastructure of the affected area. Local transportation systems may become hampered by insufficient transportation resources, and disrupted communications. Hospitals, nursing homes, pharmacies, and other medical and health facilities may be damaged or destroyed. Facilities that survive with little or no structural damage may be rendered unusable or partially usable from a lack of power, water, or sewer utilities and the inability of staff to report for duty. Massive evacuations may overwhelm the capacity of temporary shelters. Vector control, availability of potable water, wastewater control, and problems with solid waste facilities will require effective and immediate coordination and deployment of statewide resources. These situations will require prompt, evaluation and response by the state and all its resources. Accurate, concise, and useful information from a single source can facilitate this effort.

B. Planning Assumptions

1. Local response elements and rapid impact assessment can provide vital information regarding damage and initial un-met needs.
2. There will be an immediate and ongoing demand for information needed to make decisions.
3. There will be delays in establishing full information processing capabilities.
4. During a disaster, message flow in the SEOC will be extremely heavy, and may hamper the ability of the state to rapidly process information.

C. Preparedness Actions

MEMA will develop procedures and ensure technical capability in the SEOC for the effective gathering and disseminating of information during an emergency or disaster.

IV. CONCEPT OF OPERATIONS

A. General

1. During an emergency or disaster, personnel from MEMA will serve as staff to MAESF 5: *Information and Planning*. The MEMA operations officer on duty will act as the point of contact for the MAESF. The MEMA Liaison officer will obtain and communicate to MAESF 5 essential information concerning long and short-term impacts to the local communities including human health and medical needs, infrastructure damages, the status of critical facilities, the availability of local emergency workers, and other vital and necessary information used to plan response strategies at the state and Federal levels.
2. In the immediate hours following the strike of a disaster, MAESF 5 staff will sort and process information and relay the data to the appropriate authorities and MAESF agencies.
3. MAESF 5 is responsible for directing message flow within the SEOC and between MAESFs, displaying information data, tracking mission assignments, and providing technical data in support of disaster operations. MAESF 5 acts as the common thread that binds all MAESFs together.

B. Organization

1. The activities of MAESF 5 consist of managing message flow, mission tracking, response planning, and displaying the results on status boards or other media.
2. MAESF 5 staff members are dispersed throughout the SEOC and are assigned to particular MAESFs as needed.
3. Support staff from other agencies will be called in as needed.
4. MAESF 5 staff members will provide technical information to the MAESF agencies. Personnel assigned to MAESF 5 will communicate and coordinate with the MEMA Regions in obtaining needed information. Staff members will also work closely with MAESF 14: *Public Information*, to disseminate information concerning disaster characteristics, evacuation clearance times, and other issues as needed. MAESF 5 personnel will be expected to have the capability to provide the following types of information:
 - a. Tracking information including distance and time to landfall, and forward speed for cyclone storms
 - b. Forest information, including forecast tracks, projected wind speeds and barometric pressures for hurricanes and northeasters
 - c. Historical hurricane data
 - d. Local shelter identification, location, capacity, and demand data
 - e. Clearance time, evacuation time, and pre-landfall hazard time figures
 - f. Demographics
 - g. Special needs data
 - h. Evacuation maps and evacuation needs
 - i. Tidal and storm surge data
 - j. Tracking of response resources
 - k. Daily reports
 - l. Rapid impact assessment and damage assessment information
 - m. River flood stage

5. MAESF 5 personnel may also be responsible for tracking resources needed for recovery, the status of the Disaster Recovery Center (DRC) and continuing damage assessment information.
6. MAESF 5 will coordinate, when activated, with the Federal Emergency Support Function (ESF) 5 section to obtain all available surveillance information on the disaster area. This surveillance information will be complied with information from other electronic media, as available, to accurately depict the situation.
7. For direction and control purposes, MAESF 5: *Information and Planning*, is assigned directly to the MEMA Operations Officer.

C. Notification

1. In the event of an emergency or disaster, MEMA Headquarters will notify MEMA staff and, in particular, the Operations Officer, in accordance with MEMA Standard Operating Procedures (SOPs) for notification of emergency events.
2. The Operations Officer will notify MAESF staff and support staff as needed.

D. Response Actions

1. Initial Response Actions
 - a. Verify pre-defined strategies for initial response actions to include the mobilization of resources and personnel.
 - b. Verify inventories of available information and planning resources and services, and include as part of the overall data collection process.
 - c. Each MAESF agency will establish communications with the Regional EOC for coordination of information and planning efforts.
 - d. Implement predetermined cost accounting measures for tracking overall MAESF 5 personnel, equipment, materials, and other costs incurred during emergency response actions.
 - e. Establish initial contact with MEMT and the Regional EOC(s).
 - f. Establish a duty roster and review phone lists, set up status boards and establish message flow and tracking, and set up or procure data processing computers and software for MAESF 5 personnel.
 - g. Establish contact with Federal liaison.
 - h. Establish procedures for joint state and Federal mission assignments, and establish joint state and Federal information processing capabilities.
 - i. Anticipate the types of response information that the MAESF agencies will likely require.

2. Continuing Response Actions
 - a. Coordinate with the MEMA Liaison Officer in the field.
 - b. Continue to staff the SEOC on a 24-hour-a-day basis.
 - c. Manage message flow in the SEOC and log all protective actions taken.
 - d. Provide information in support of MAESF agencies.
 - e. Review action plans at least every two hours.
 - f. Establish and track joint state and Federal mission assignments.
 - g. Create and publish Situation Reports (SitReps).
 - h. Share information processing capabilities with the Federal government.
 - i. Draft recommendations for after-action reports and other reports as appropriate.

E. Recovery Actions

1. Initial Recovery Actions
 - a. Collect and process information concerning recovery activities while the response phase of the disaster is still functional.
 - b. Prepare a detailed Joint Field Office (JFO) staffing plan.
 - c. Identify resource requirements.
 - d. Establish an MAESF 5: *Information and Planning* presence at the JFO.
 - e. Establish a duty roster, phone lists, message flow, and tracking.
 - f. Establish contact with the Federal Coordinating Officer (FCO) or staff.
 - g. Anticipate types of recovery information that will likely be required.
2. Continuing Recovery Actions
 - a. Coordinate with program managers, DRC managers, and key staff as needed.
 - b. Maintain staffing and recovery operations at the JFO.
 - c. Manage message flow in the JFO and DRCs by logging all protective actions taken.
 - d. Provide information support for recovery activities.
 - e. Develop action plans daily.
 - f. Establish and track joint state and Federal mission requests.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

1. Coordinate message flow within the State EOC.
2. Coordinate the overall efforts to collect, process, report, and display essential elements of information. Facilitate support for planning efforts in response operations.
3. Synthesize findings into short and long-term plans for consideration by the FCO, SCO, and the MAESF leadership.
4. Distribute plans and reports to locals, other MAESFs, and Federal field and headquarters elements.
5. Provide staffing support for MAESF 5 activities at the SEOC and the JFO.
6. Develop written procedures to implement the responsibilities of MAESF 5 as outlined in the *Massachusetts Comprehensive Emergency Management Plan*.

B. Support Agencies

All support agency representatives will staff the functional elements of MAESF 5 including planning, data collection and processing, and displays and report preparation. Support staff will be assigned to each activated state MAESF to serve as a liaison for the MAESFs.

VI. REFERENCES

- A. State EOC Utilization Plan
- B. Rapid Assessment Procedures
- C. Air Crash Plan
- D. Terrorism Plan
- E. Mitigation Plan
- F. Radiological Emergency Response Plan
- G. Recovery Plan
- H. Planning Section Standard Operating Procedures

Massachusetts Emergency Support Function 6

MASS CARE

Primary Agency

American Red Cross

Support Agencies

Massachusetts Volunteer Organizations Active in Disaster

Department of Transitional Assistance
Department of Social Services
Department of Housing and
Community Development
Department of Corrections

Department of Education
Department of Elder Affairs
State of Massachusetts
Animal Response Team

I. INTRODUCTION

A. Purpose

The purpose of Massachusetts Emergency Support Function (MAESF) 6, *Mass Care*, is to coordinate activities involved with the emergency provision of temporary shelters, emergency mass feeding, bulk distribution of coordinated relief supplies for victims of disaster, and disaster welfare information.

B. Scope

MAESF 6 will coordinate the provision of emergency response measures needed to safeguard the welfare of the people of the Commonwealth to include the following missions:

1. Coordinate the tasking of sheltering activities during a disaster to include the sheltering of people with special needs.
2. Coordinate the establishment and operation of mass feeding facilities in areas affected by disasters.
3. Coordinate with relief efforts provided by volunteer organizations performing mass care functions. Coordinate with MAESF 15: *Volunteers and Donations*, for support of mass care operations.
4. Coordinate the establishment of a system to provide shelter registration data to appropriate authorities.
5. Coordinate the provision of emergency first aid in shelters, fixed feeding sites, and at emergency first aid stations.
6. Coordinate with MAESF 8: *Health and Medical Services*, for the provision of medical support exceeding that required for standard first aid, for the prevention of communicable diseases, to include epidemiological and environmental health activities, as related to sheltering and feeding disaster victims.

7. Provide quantitative mass care services data to MAESF 5: *Information and Planning*, MAESF 11: *Food and Water*, and other MAESFs that require accurate data for response planning.
8. Coordinate with MAESF 16: *Law Enforcement and Security*, for additional MAESF 6 facility security resources.
9. Coordinate with MAESF 2: *Communications*, to ensure that each shelter has a working system of communications.
10. Coordinate with MAESF 12: *Energy*, to ensure each shelter has power generation capabilities.

II. POLICIES

- A. The American Red Cross (ARC) will act as the primary agency in coordination with other support agencies for MAESF 6. The ARC, as chartered by Congress in 1905, has responsibilities related to meeting human needs created by a disaster.
- B. In accordance with assignment of responsibilities in MAESF 6, each support organization participating under MAESF 6 will contribute to the overall response but will retain full control over its own resources and personnel.
- C. MAESF 6 activities will be coordinated through the State Emergency Operations Center (SEOC). Staff will be stationed at the SEOC on a 24-hour basis, for the duration of MAESF 6 activation.
- D. MAESF 6 activities will support local governments. Additional mass care resources required that are beyond local and state capabilities will be coordinated with MAESF 6. All Federal Mass Care responses to an event must be requested by and subordinate to the state's MAESF 6 operations.
- E. To ensure the enforcement of confidentially regulations, MAESF 6 will not release confidential information to the general public. Shelter occupants' Information will be handled in accordance with Red Cross Disaster Welfare Inquiry procedures.

III. SITUATION

A. Disaster Condition

Extensive property damage will occur following a major disaster or catastrophic event. Many private homes, rental complexes, and other living quarters will be damaged or destroyed. Much of the transportation and utility infrastructures will be severely impacted. Emergency response personnel will be hampered in their response efforts due to transportation impasses, the lack of electrical power, and damaged, destroyed, or inaccessible local structures and other facilities. Water and wastewater facilities may be damaged or destroyed. If there was forewarning of the impending disaster, mass evacuations will likely have been ordered. Extended population displacement and damage to the infrastructure will likely occur. Immediate mass care to evacuees, victims, and emergency workers involved in the disaster and its aftermath will need to be implemented. Local, statewide, or intrastate shelters and feeding sites may need to be set up quickly.

B. Planning Assumptions

1. In a catastrophic disaster, it is likely that long-term mass care will be required until rental assistance and temporary housing resources become available. MAESF 5: *Information and Planning*, and other strategies may provide a guide for the magnitude of housing needs and resource deficits.
2. A significant influx of disaster workers will further strain the resources of the impacted area(s).
3. Mobile feeding operations may not be possible in major operations.
4. Smooth transition from MAESF 6 response operations to Red Cross Individual Assistance Recovery Operations will help ensure that disaster victims' needs are met.

C. Preparedness Actions

1. MAESF 6 will have, procure, and regularly update a list of all agencies (public and private) that have a mission to provide mass feeding in time of disaster. The list will provide specific information, to include:
 - a. Number of persons each agency can feed two or three meals a day, and how long this level of feeding can be sustained.
 - b. Number of staff or volunteers available for cooking and serving.
2. MAESF 6, in cooperation with MAESF 8, will have, procure, and regularly update lists of special needs shelters of other special needs units in existence in each municipality in the state and bordering states, as required.
3. MAESF 6 will have, procure, and regularly update lists of available shelters for every Massachusetts municipality and other states as required. Shelter listings will include staffing and resource information.
4. MAESF 6 will cooperate with MAESF 8 in compiling special needs shelter lists which will include information about the staffing and resource provisions for each special needs shelter, as follows:
 - a. Numbers of physicians, registered nurses, licensed practical nurses, advanced registered nurse practitioners, emergency medical technicians, paramedics,

- and other licensed or certified personnel assigned to each special needs shelter.
- b. Medications and medical supplies available to each special needs shelter, and who is responsible for procuring, maintaining at ready, and bringing to the shelter these medications and supplies.
 - c. Lists of local agencies providing materials and personnel support for special needs shelters in each municipality.
 - d. The name(s) of the agency and person in the agency responsible for the management of each special needs shelter. Telephone numbers and addresses will be included.
5. MAESF 6 shall maintain major equipment list of items such as field ranges, mobile feeding units, refrigeration, and vehicles.
 6. In conjunction with the primary agency, support agencies will develop agency procedures that support their MAESF assignments.
 7. Primary and support agencies will have and maintain appropriate listings of agency staff to call for performing response activities.
 8. The primary agency will prepare for disaster exercises called by MEMA. The support agencies should have a system in place for deploying personnel for disaster exercises.

IV. CONCEPTS OF OPERATIONS

A. General

1. Upon request from the Massachusetts Emergency Management Agency (MEMA), the American Red Cross will make available their agency liaison personnel to report to the SEOC for coordination and implementation of mass care related requests for assistance.
2. The agency liaisons will staff the MAESF 6 work station, identify which support agencies for MAESF 6 are needed, and take the necessary steps to ensure that support agencies are activated or placed on standby, as needed.
3. The MAESF-6 primary agency will ensure that agencies assigned to MAESF 6 respond to requests for mass care assistance.
4. MAESF 6 will be organized in a manner that ensures rapid response to the mass care needs of people affected by a disaster. Emphasis will be on each agency assigned to the MAESF having thorough and up-to-date disaster procedures that have been coordinated through the MAESF's primary agency. These procedures will be operational in nature, and standardized whenever possible. When activated, agencies in MAESF 6 will operate under these procedures and their support documents.

B. Organizations

1. MAESF 6 will organize under the leadership of the primary agency. Personnel assigned to the MAESF will follow the daily direction of the MEMA Operations Officer. This direction is limited to operation of the MAESF, assignment of MAESF personnel to requests for assistance, and ensuring that requests for assistance are met, documented and prioritized. MAESF 6 will establish liaisons with other appropriate MAESFs and maintain open communications with these MAESFs in both the planning and operational phases.
2. Support agencies will operate under the daily leadership of the ARC representatives located at the MAESF 6 workstation at the SEOC. However, each agency represented will be expected to operate and direct its response resources in accordance with its agency's operating procedures. Should a conflict arise between the primary agency and a support agency, the issue will be turned over to the MEMA Operations Officer for resolution.
3. Primary and support agencies will provide sufficient personnel to staff the MAESF for 24 hours per day, seven days per week. The staff will be qualified persons able to facilitate decisions for the agency they represent. Any agency providing unqualified personnel will be asked to make immediate changes. Higher level managers, skilled professionals with subject knowledge, and operations personnel are preferred.

C. Notification

1. In the event of an emergency or disaster, MEMA will notify the MAESF 6 primary agency.
2. Primary agency representatives will notify support agencies as needed.

D. Response Actions

1. Initial Response Actions
 - a. Deploy assigned personnel as needed.
 - b. Develop and prioritize strategies for initial response actions to include the mobilization of resources and personnel.
 - c. Verify inventories of available mass care resources and services to include listings of all available resource providers used by the agencies in disaster situations. These would include private sector vendors. Provide a summary listing of resources to MAESF 5, *Information and Planning*.
 - d. Each MAESF agency will establish communications with the MEMA Region(s) for coordination of response efforts.
 - e. Implement predetermined cost accounting measures for tracking overall MAESF 6 personnel, equipment, materials, and other costs that are incurred during emergency response actions.
 - f. Preposition response resources when it is apparent that State Mass Care resources will be required.
 - g. Utilize MAESF 5: *Information and Planning*, for information and data for response planning purposes.
 - h. Pre-position anticipated recovery resources to the nearest staging area(s), as needed.
 - i. The response people will be available 24 hours per day, seven days per week. Differentiation will be made between field and headquarters personnel.

- j. Each support agency in the SEOC will maintain current copies of appropriate policies and procedures available to the MAESF, which will be appropriately labeled.
 - k. All support agencies will ensure that all actions taken are recorded and communicated to the primary agency representative.
 - l. At all times, support agencies should be able to make brief and accurate status reports to the primary agency.
2. Sheltering Response Actions
- a. MAESF 6 will coordinate the activities of all public shelters, which agree to fall under the American Red Cross Shelter guidelines. This includes shelters formed before, during, and after the event. MAESF 6 will monitor evacuation activities to ensure that shelters are opened in additional municipalities as needed.
 - b. Shelters will be opened and closed in accordance with public need as assessed by the American Red Cross and local Emergency Management Agencies.
 - c. MAESF 6 will continuously monitor occupancy levels and ongoing victims' needs, and will provide MAESF 5: *Information and Planning*, MAESF 8: *Health and Medical Services*, and MAESF 11: *Food and Water*, with a daily listing of "open" and "closed" shelters.
 - d. All shelters should be managed in accordance with applicable American Red Cross regulations and procedures.
 - e. MAESF 6 will work with local government, local Red Cross service delivery units, and applicable Federal agencies in activities related to surveying the suitability of facilities as shelters following a disaster occurrence.
 - f. MAESF 6 will coordinate the provision of added and relief staff, and the replenishment of shelter supplies.
 - g. MAESF 6 will coordinate the consolidation of shelters, staff, resources (e.g., communications and law enforcement), and supplies as sheltering needs diminish.
 - h. MAESF 8 will be called upon to support any shelter requiring medical services and personnel beyond ARC resource capabilities.
3. Special Needs Shelters Response Actions
- a. MAESF 6 will coordinate with MAESF 8 to ensure that people with the need for a higher level of care have their needs attended to in appropriate settings.
 - b. MAESF 6 will work with MAESF 8 regarding the provision of health protocols for special needs shelters. Special needs shelters will operate under these protocols for health issues.
4. Mass Feeding Response Actions
- a. MAESF 6 will liaison with MAESF 5: *Information and Planning*, and MAESF 11: *Food and Water*, to coordinate the mass feeding sites established by the American Red Cross and volunteer agencies. Mass feeding activities will include the feeding of disaster victims and, when possible, workers.
 - b. MAESF 6 will coordinate mass feeding locations to ensure optimal logistics for public service. A liaison will be established with MAESF 15: *Volunteer and Donations*, to ensure continued coordination during an event.
 - c. MAESF 6 will coordinate sanitation provisions and inspections, and garbage removal for mass feeding sites in coordination with MAESF 3: *Public Works and Engineering*, and MAESF 8: *Health and Medical Services*.

- d. MAESF 6 will coordinate the provision of food and water to mass feeding sites. This will include procuring food from the USDA, donations, and private vendors. Liaisons will be established with MAESF 11, *Food and Water*, and MAESF 15, *Volunteers and Donations*, to ensure continued coordination of mass feeding.
- 5. Individual Feeding Response Actions
 - a. MAESF 6 will assist in providing food for individuals not in shelters and unable to attend mass feeding sites. This coordination will be based on local disaster responders identifying people with individual feeding needs, and providing MAESF 6 with specific need requirements.
 - b. MAESF 6 will assist Local Emergency Management Agencies, Local American Red Cross service delivery units, and the Department of Elder Affairs in identifying pockets of populations in need, in order to ensure that all people in need of feeding are served.
- 6. Food Storage and Distribution
 - a. MAESF 6 will coordinate with MAESF 11: *Food and Water*, and MAESF 15: *Volunteers and Donations*, regarding the storage of food in identified warehouse sites.
 - b. MAESF 11: *Food and Water*, will coordinate the distribution of food stored in identified warehouse to mass feeding sites identified and coordinated by MAESF 6.
 - c. MAESF 6 will coordinate the transportation of food from identified warehouses to mass care feeding sites in liaison with MAESF 1: *Transportation*.
- 7. Bulk Distribution of Relief Supplies
 - a. In coordination with MAESF 7: *Resource Support*, MAESF 11: *Food and Water*, and MAESF 15: *Volunteer and Donations*, MAESF 6 will coordinate with local authorities in the identification of bulk supply staging areas and distribution sites in the affected area.
 - b. MAESF 6 will coordinate with MAESF 5: *Information and Planning*, and MAESF 14: *Public Information*, to publish information as to where bulk supplies should be delivered, and information as to how these supplies can be accessed.
 - c. MAESF 6 will receive ongoing information from staging areas as to what and how much is available for distribution.
 - d. MAESF 6 will coordinate with federal personnel to obtain supplies from out of state based on actual needs assessments from the field.

8. Other Volunteer Organizations
 - a. In addition to those activities previously stated, MAESF 6 will coordinate with MAESF 15: *Volunteer and Donations*, regarding the activities of volunteers engaged in providing mass care assistance to include the following actions:
 - (1). Preventing duplication of goods and services as they relate to mass care.
 - (2). Assisting volunteers with logistics.
 - (3). Coordinating the delivery of goods and services as they relate to mass care.
 - b. MAESF 6 will maintain a listing of all volunteer organizations active in mass care in the disaster area to include the following data:
 - (1). Type of service(s) being provided by each volunteer organization.
 - (2). Number of volunteers in the area.
 - (3). Resources each organization has available.
 - (4). Names and contact means of key persons in each organization.
 - (5). Logistical abilities of each organization, i.e. self-contained, need transportation, self-equipped, etc.
9. Emergency First Aid and Mental Health
 - a. MAESF 6 will coordinate with MAESF 8: *Health and Medical Services*, for the provision of medical services up to advanced first aid and mental health services in shelters and will ensure that trained personnel are present in shelters in sufficient numbers to care for people needing assistance.
 - b. MAESF 6 will coordinate with local officials to help ensure that a sufficient number of first aid trained and qualified personnel are stationed at each mass care site.
10. Communications

MAESF 6 will coordinate with MAESF 2: *Communications*, to ensure that each shelter has a working system of communications with the local Emergency Operations Center, Region(s), and ARC units, pursuant to ARC protocol. This may include radio, telephone, or cellular telephone communication devices. The American Red Cross representative in the operations center will keep MAESF 6 informed about conditions at the shelters and unmet needs.
11. Power Generation Capability

MAESF 6 will coordinate with MAESF 12: *Energy* to obtain generators and fuel needed for shelters.

E. Recovery Actions

1. Initial Actions
 - a. MAESF 6 will work with local governments, local ARC service delivery units, local Emergency Management Agencies, and applicable Federal Agencies to assist in determining extended sheltering needs.
 - b. MAESF 6 will work with appropriate agencies such as the Department of Transitional Assistance, Department of Social Services, Department of Elder Affairs, Department of Public Health, and the American Red Cross Family Services, for long term placement of disaster victims who cannot move back to their normal living arrangements due to disaster damage. The Department of

Elder Affairs will focus their efforts on the 60-plus population. The Department of Public Health will focus on head and spinal cord injured persons.

2. Continuing Actions
 - a. The MAESF 6 lead agency will provide its support agencies, and MAESF 5: *Information and Planning*, and MAESF 14: *Public Information*, with regular updates on which shelters are opened or closed, and census data for open shelters.
 - b. MAESF 6 will coordinate with MAESF 14: *Public Information*, to provide information to shelter residents about how to access disaster assistance program information and services through Red Cross Service Centers, and Individual Assistance Programs through Disaster Recovery Centers/Tele-registration.
 - c. Draft recommendations for after-action reports and other reports as appropriate.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

1. Provide leadership in directing, coordinating, and integrating the overall state efforts to provide mass care assistance to the affected areas.
2. Develop and maintain a roster of personnel that staff the MAESF. Sufficient staffing will be available for 24 hours per day, seven days per week.
3. Ensure the presence of resource materials in sufficient numbers in the MAESF location to include the following items:
 - a. Shelter listings for each municipality with names and numbers of each shelter manager, as available.
 - b. Listing of all bulk food providers and contact personnel and phone numbers as acquired from MAESF 11: *Food and Water*.
 - c. Listing of all hospital and ambulance services with contact numbers as required from MAESF 8: *Health and Medical Services*;
 - d. Locations of all mass feeding sites and the names of managers.
 - e. Listing of all state and federal human services agencies active in the response.
4. Provide a system for recording incoming requests for assistance, the individual assigned to respond, and the action taken.
5. Establish a protocol for prioritizing response activities.
6. Coordinate activities with other MAESFs.
7. Be prepared, at all times, to make status reports.
8. Develop and maintain operating procedures for implementing the responsibilities assigned to MAESF 6 in the *Massachusetts Comprehensive Emergency Management Plan*.
9. Assist responding support agencies to develop plans for disasters and disaster exercises. This plan will be reviewed by all MAESF 6 agencies for input prior to being finalized.

B. Responsibilities of Support Agencies

1. Department of Transitional Assistance
The Department of Transitional Assistance will coordinate with MAESF 6 in providing general relief assistance, homeless and refugee assistance, and emergency food stamps.
2. Department of Social Services
The Department of Social Services will coordinate with MAESF 6 in providing assistance to disaster victims, as needed, to include the coordination and tabulation of sources of personnel proficient in sign language, Spanish, and other languages as required.
3. Department of Elder Affairs
The Department of Elder Affairs will provide support for individual feeding activities through home delivered meals; and will assist in the placement of disaster victims who cannot return to normal living arrangements.
4. Department of Education
The Department of Education will support MAESF 6 sheltering activities with personnel and facilities, specifically through contractual agreement between local units of the American Red Cross and local school boards. The Department of Education also oversees the distribution of surplus food received from the Department of Agriculture, and, as such, will coordinate with MAESF 6 in the procurement and distribution of surplus food commodities as needed.
5. Massachusetts Voluntary Organizations Active in Disaster
Massachusetts Voluntary Organizations Active in Disaster (VOAD) is an association of independent voluntary organizations active in disaster relief. VOAD will utilize its resources in cooperation with MAESF 6 and in coordination with the Massachusetts support VOAD Liaison at the Red Cross Headquarters.
6. Department of Housing and Community Development
The Office of Housing and Community Development makes state and Federal funds and technical assistance available to communities, assists in planning, economic development, and housing programs.
7. State of Massachusetts Animal Response Team
The State of Massachusetts Animal Response Team (SMART) is composed of state, local, and private animal care professionals supporting MEMA emergency operations. SMART will coordinate response to animal needs in disaster situations.
8. Department of Corrections
The Department of Corrections is able to deploy mobile feeding facilities in support of MAESF-6 operations.

VI. REFERENCES

A. American Red Cross Legal Authorities

1. Title 36, section 2 of the United States Code; January 5, 1905.
2. Title 36, Section 1 of the United States Code Annotated; May 8, 1947.
3. U.S. Attorney General ruling; November 26, 1951.
4. Public Law 93-288, as amended by Public Law 100-707, Robert T, Stafford Disaster Relief and Emergency Assistant Act, November 23, 1988.
5. Massachusetts Emergency Animal Annex
6. Repatriation Plan
7. Family Assistance Plan
8. Shelter Management
9. Air Crash Plan
10. Terrorism Plan
11. Mitigation Plan
12. Radiological Emergency Response Plan
13. Recovery Plan

B. Independent Authorities

1. This MAESF does not supplant existing plans or existing authorities that have been developed for response incidents under American Red Cross statutory authorities other than the Robert T. Stafford Act.
2. Support agencies that have their own authorities and funding to respond to disaster situations will respond initially under those statutory authorities that will take precedence over the authorities provided under the Robert T. Stafford Act.

C. MAESF-6 Standard Operating Procedures

Massachusetts Emergency Support Function 7

RESOURCE SUPPORT

Primary Agency

Operational Services Division

Support Agencies

Information Technology Division
Division of Capital Asset Management
Federal Emergency Management Agency

Attorney General
Army Corps of Engineers

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF 7): *Resource Support*, provides logistical and resource support to state and local entities involved in delivering emergency response and recovery efforts for natural disasters and other emergency events.

B. Scope

MAESF 7 is responsible for providing direct and active support to emergency response and recovery efforts during the initial response and recovery phases of a disaster. This support includes locating and identifying vendors with the ability to supply resources such as supplies, office space, office equipment, fuel, contracting services, personnel, heavy equipment and the transportation of such resources in coordination with MAESF 1: *Transportation*.

II. POLICIES

- A. The Operational Services Division will plan, coordinate and direct the activities of MAESF 7: *Resource Support*.
- B. Assets available to MAESF 7 will be used to assist state agencies and other MAESFs in effectively carrying out their emergency response missions.
- C. Supplies and equipment will be identified using current list of vendors from state contracts.
- D. Designated agencies or vendors will furnish resources as required to support MAESF 7 requirements. Support will be terminated at the earliest practical time.
- E. Procurement will be made in accordance with current state and Federal laws, and emergency procedure regulations under Massachusetts law.

III. SITUATION

A. Disaster Condition

Extensive property damage will occur during a major disaster or emergency event. Vital government emergency response facilities, supplies, and equipment will likely be damaged or destroyed. State agencies will need to procure and replace vitally needed supplies and facilities to ensure adequate resources for support of state response operations.

B. Planning Assumptions

1. Resources outside the affected area will be directed to fulfill the un-met needs of the state or local governments.
2. Transportation of resources will require staging areas to be managed by MAESF 1: *Transportation*, after an executive order and by assigning secondary support agencies.
3. Some resources of the state and local governments may not be available in the affected area due to debris, and damaged or destroyed buildings.
4. Logistical support to save lives will be the first priority.
5. The procurement of critical resources under the massive demand brought on by a major disaster or emergency event may be done in accordance with an Executive Order, which would exempt normal procedures for purchasing.

C. Preparedness Actions

1. The primary agency, in coordination with MEMA, shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments from MEMA according to the MAESF concept and in accordance with the primary agency's Continuity of Operations (COOP) Plan.
2. The primary agency's COOP plan will contain written procedures to implement the responsibilities outlined for MAESF 7 in the *Massachusetts Comprehensive Emergency Management Plan*.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon request from the Massachusetts Emergency Management Agency (MEMA), the Operational Services Division (OSD) will make agency liaisons available to report to the SEOC as coordination liaisons for resource support assistance.
2. The agency liaisons will staff an MAESF 7 work station, identify which support agencies for MAESF 7 are needed, and activate support agencies or place them on standby, as appropriate.
3. As the primary support or lead agency for all activities under MAESF 7, the Operational Services Division will ensure that agencies assigned to MAESF 7 respond to all requests for resource support assistance.

4. The primary source of equipment, supplies, and personnel shall be existing resources provided by support agency resources or local sources outside the affected area. Support that cannot be provided by these sources will be provided through commercial sources.

B. Organization

1. MAESF 7 will operate under the direction of an OSD Agency Liaison.
2. Upon notification, the OSD Agency Liaison will alert designated primary personnel to the possibility of resource needs and report to the SEOC. MAESF support operations will be coordinated through the OSD in the SEOC.
3. MAESF 7 will continue to operate throughout the emergency operation including the recovery phase.
4. The OSD Emergency Coordinator will accommodate two representative members of the Federal ESF 7: *Resource Support*, at the SEOC until the DFO is established. These representatives will be procurement officials from the Federal government's General Services Administration (GSA) responsible for providing Federal resource support.

C. Notification

1. In the event of an emergency or disaster, the primary agency will be notified by MEMA.
2. The primary agency will notify support agencies as needed.

D. Response Actions

1. Initial Actions
 - a. Develop strategies for initial response to include the mobilization of resources and personnel.
 - b. Identify and verify vendors for response and recovery resources through a summary listing to MAESF 5: *Information and Planning*.
 - c. Each MAESF 7 agency will establish communications with appropriate agency field personnel for coordination of response efforts.
 - d. Overall MAESF-7 costs for personnel, materials, equipment, and the like will be tracked in accordance with Federal eligibility requirements for reimbursement. Costs not eligible for reimbursement under a Federally declared disaster must also be tracked for eligibility for State supplemental funding. The Fiscal Affairs Division (FAD) will determine what backup documentation is required for costs above and beyond Federal reimbursement.
2. Continuous Actions
 - a. Lease buildings to serve as staging warehouses or to replace damaged or destroyed facilities, as needed.
 - b. Identify providers of communication resources in coordination with MAESF 2: *Communications*.
 - c. Identify providers of transportation needs in coordination with MAESF 1: *Transportation*.
 - d. Identify providers of office furniture, equipment, and supplies from the contract vendor list.

- e. Identify providers of food and fuel in coordination with MAESF 11: *Food and Water*.
- f. Provide security for staging areas and facilities in coordination with MAESF 16: *Law Enforcement and Security*.
- g. MAESF 7 will maintain records for all properties loaned to the state by the Federal government in support of the state emergency response efforts.
- h. MAESF 7 will coordinate contractual services between the state and commercial sources.
- i. MAESF 7 will identify and make available a list of vendors to other ESFs for purchasing food, ice, water, trailers, warehouse space, condiments, tableware, and other resources.
- j. Participate in after-action reports and other reports and/or meetings as needed.

E. Recovery Actions

MAESF 7 will continue to provide for the logistical coordination and resource needs of the disaster operation throughout the recovery phase.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

The Operational Services Division is vested with the overall responsibility for identifying resources and coordinating the support activities of MAESF 7. Under the guidance of the OSD Agency Liaison, the Operational Services Division will identify vendors for the procurement of commodities and services, the leasing of buildings and facilities, and the managing of facilities.

B. Responsibilities of Support Agencies

1. **Information Technology Division**
Information Technology Division (ITD) is responsible for the planning and procurement of electronic data processing equipment, services, and other resources and for the operation and development of data processing systems and operations. ITD will coordinate with MAESF 7 to procure needed computer hardware, and software to support state emergency response operations. ITD will develop a services listing for maintenance and repair of these systems.
2. **Division of Capital Asset Management**
The Division of Capital Asset Management is responsible for planning, design, property management, facilities acquisition/leasing, renovation, repair, and demolition of public buildings of the state. The Division of Capital Asset Management will coordinate with MAESF 7 in committing resources, as needed, in support of emergency requests for resource support.
3. **Attorney General**
A representative from the Attorney General's office will provide legal counsel as the need arises.
4. **United State Army Corps of Engineers**
United State Army Corps of Engineers (USACE) has comprehensive engineering, technical and management resources that may be used to support emergency operations, including water resources development, flood control (such as dams), navigation, recreation, infrastructure, and environmental components.

5. Federal Emergency Management Agency
Under the Stafford Act, FEMA serves as the primary coordinating agency for disaster response and recovery activities. To carry out this interagency role, FEMA executes a wide range of administrative, programmatic, and specialized tasks. Initial tasks include: notification, activation, mobilization, deployment, staffing, and facility setup. FEMA processes the Governor's request for disaster assistance, coordinates Federal operations under a disaster declaration, and appoints a Federal Coordinating Officer (FCO) for each declared State. In continuing operations, FEMA provides support for logistics management, communications and information technology, financial management, community relations, congressional affairs, public information, other outreach, and information collection, analysis, and dissemination.

VI. REFERENCES

- A. Emergency Management Assistance Compact (EMAC) procedures
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. Disaster Resource and Logistics Support Annex
- H. Operational Services Division Continuity of Operations (COOP) Plan
- I. Division of Capital Asset Management Continuity of Operations (COOP) Plan
- J. MAESF-7 Standard Operating Procedures

Massachusetts Emergency Support Function 8

HEALTH AND MEDICAL SERVICES

Primary Support Agency

Massachusetts Department of Public Health

Support Agencies

Department of Mental Health

Office of the Chief Medical Examiner

MA Commission for the Blind

MA Commission for the Deaf and Hard of Hearing

I. INTRODUCTION

A. Purpose

The Massachusetts Emergency Support Function (MAESF) 8: *Health and Medical Services*, coordinates state public health, mental health, medical, and health care resources during activation of the State Emergency Operations Center (SEOC).

During an emergency, MAESF 8 plays a vital role in safeguarding the general public by assisting local and regional entities in identifying and meeting the health, medical and mental health needs of victims, emergency responders and the general public. Critical concerns for MAESF 8 during an emergency are:

1. Loss of power, which could disrupt local communications and transport systems, thereby prohibiting timely re-supply of vital resources.
2. Damage to or destruction of hospitals, nursing homes, psychiatric program facilities, detoxification facilities, pharmacies, and other medical, health and mental health facilities and inability of staff to report for duty. Subsisting facilities may also become unviable because of lack of power, water, or sewer utilities.
3. Overwhelming operational medical facilities. Large numbers of patients, including critical transports arriving directly from the disaster area, the mildly injured, and the "worried well" (persons presenting with primarily psychosomatic complaints) can easily overpower a medical system.
4. Maintaining continuity. Uninjured persons who require daily medication for chronic diseases and illnesses may have difficulty in obtaining medications because of damaged or destroyed supplies and distribution facilities.
5. Provision of temporary sheltering, vector control, panic mitigation and triage for mental health symptoms, sanitation of feeding facilities and shelters, availability of potable water, wastewater control, and continuous operation of solid waste facilities.

B. Scope

1. MAESF 8 coordinates resources to assist local entities in identifying and meeting the health, medical and mental health needs of the victims of and responders to an emergency, as well as the general public during times of emergency. This supplemental assistance includes the following functions:
 - a. Assessment of health and medical needs.
 - b. Provision of emergency medical services.
 - c. Provision of health care/medical personnel, equipment, and supplies.
 - d. Coordination and sanctioning of patient evacuation, isolation and quarantine.
 - e. Emergency responder health and safety.
 - f. Mental health, substance abuse services and crisis counseling.
 - g. Hospital care coordination.
 - h. Surge capacity.
 - i. Strategic National Stockpile program management.
 - j. Environmental and communicable disease surveillance, control and epidemiology.
 - k. Toxicological assessment.
 - l. Food and drug safety.
 - m. Vector control and monitoring.
 - n. Implementation of radiological, chemical and biological hazard response plans.
 - o. Coordination of public health information and risk communication.
 - p. Enforcement of proper sanitation and biohazard control.
 - q. Verification of water potability, wastewater processing, and solid waste disposal.
 - r. Victim identification and mortuary services.
 - s. Command and control of medical services.
2. Under MAESF 8, the Massachusetts Department of Public Health (MDPH) is the lead agency for coordinating public health, mental health and medical resources as requested by local authorities in areas affected by a disaster or special event. In addition to an overall public health and mental health response, this function includes the triage, treatment and transportation of victims, event participants or spectators, and, as needed, assisting local entities in coordinating the evacuation of patients out of a disaster area. Assistance in pre-event evacuation may also come under the purview of MAESF 8 whenever such patients or clients of the state are involved. Such assets are primarily available from the following sources:
 - a. Resources available within the jurisdiction of the Massachusetts Department of Public Health.
 - b. Resources available to supporting departments and agencies under MAESF 8.
 - c. Resources available from other state agencies and organizations such as Emergency Medical Services (EMS) providers, the Department of Forensic Science (Chief Medical Examiner), the Massachusetts Funeral Directors Association, and commercial and private donations of goods and services.
 - d. Medical resources available from federal government, such as National Disaster Medical System (NDMS), Disaster Medical Assistance Teams (DMATs), and the Strategic National Stockpile Program or ChemPack Program.

II. POLICIES

- A. The Massachusetts Emergency Management Agency (MEMA) is the sole agency responsible for activating MAESF 8. Activation of MAESF 8 may occur immediately *prior to or following* a declaration of emergency and/or activation of the SEOC in response to a disaster or special event.
- B. Under MAESF 8, MDPH is the primary agency responsible for coordinating and directing MAESF 8 activities and resources.
- C. Each support agency under MAESF 8 will contribute to overall response efforts, but will retain full control over its own resources and personnel.
- D. MAESF 8 will support and supplement local government response and activities.
- E. All MAESF 8 activities will be coordinated through the SEOC. MDPH and, as needed, support agencies, will staff the SEOC on a 24-hour basis for the duration of MAESF 8 activation.
- F. Requests for out-of-state and/or federal assistance will be made only when local, regional, and state resources have been fully expended.
 - 1. Out-of-state resources will be coordinated through MAESF 5: *Information and Planning*, which is responsible for the Emergency Management Assistance Compact (EMAC).
 - 2. MAESF 8 is responsible for requesting all federal medical and health resources, and coordinating them through the Federal Emergency Support Function (ESF) 8. MDPH will interface regularly with the Federal Emergency Management Agency (FEMA) Regional Headquarters and other appropriate Federal partners to ensure clear lines of communication and to establish unambiguous expectations. MAESF 8 will also coordinate with MEMA to ensure acquisition of federal assistance.
- G. In accordance with the Health Insurance Portability and Accountability Act of 1996 (HIPAA), MAESF 8 shall not release identifying medical information on individual patients.

III. SITUATION

A. Disaster Condition

Under MAESF 8, a disaster condition is defined as a catastrophic incident, natural disaster, or act of terrorism within the Commonwealth of Massachusetts that depletes local and regional health, medical and mental health resources, including facilities, staff, equipment, and pharmaceutical supplies.

B. Special Event

Under MAESF 8, a special event is defined as any large-scale event within the Commonwealth that requires state assets or assistance in ensuring the safety and health of the general public such as the Boston Marathon or a political convention.

C. Planning Assumptions

1. Resources within the disaster area will be inadequate for and/or incapable of clearing casualties from the scene.
2. Medical triage and transport for victims will be needed to augment local capabilities.
3. Identification of available hospitals beds and bed capacity will be needed.
4. Medical re-supply will be needed throughout the disaster area.
5. Damage to chemical, nuclear, and industrial plants, sewer lines and water distribution systems, in addition to fires and hazardous materials spills or releases, will cause environmental and public health hazards. Such incidents will likely contaminate water supplies, environmental media (e.g., ambient air), crops, livestock, and food products.
6. The damage and destruction from a catastrophic event will produce urgent needs for mental health crisis counseling, and triage for mental health treatment for disaster victims, their families and response personnel.
7. Assistance in maintaining the continuity of health, medical and substance abuse services, specifically assistance in implementing communicable disease and/or environmental abatement/mitigation services (prevention, surveillance, etc.), will be required.
8. Disruption of sanitation services and facilities, loss of power, and massing of people in shelters may increase the potential for disease and injury.

IV. CONCEPT OF OPERATIONS

A. General

1. MDPH shall designate up to three representatives to serve as a member of the Massachusetts Emergency Management Team (MEMT). The MEMT meets regularly to proactively coordinate SEOC functions and MAESF roles and responsibilities, as part of the Commonwealth's emergency preparedness program.
2. Upon activation of the SEOC, MDPH will execute the following steps:
 - a. Assign up to three liaisons to staff the MAESF 8 workstation at the SEOC.
 - b. Identify which support agencies for MAESF 8 are needed. MDPH will contact support agencies with relevant information and/or instructions.
 - c. Take the necessary steps to assure that support agencies are activated or placed on standby,¹ as needed.
3. Primary and support agency personnel assigned to staff the SEOC must have knowledge of the resources and capabilities of their respective agencies and organizations, or have access to the individuals with that knowledge and ***the authority to commit such resources.***

¹ Every support agency is responsible for ensuring that sufficient program staff is available to support the SEOC

4. MDPH will ensure that support agencies assigned to MAESF 8 respond to requests for public health, medical, and mental health assistance.²
5. MAESF 8 or MEMA may request that the Federal ESF 8 be present at the SEOC. The Federal ESF 8 representative will maintain coordination with MAESF 8 and other appropriate state medical and public health officials and organizations, to obtain current medical and public health assistance requests.
6. Throughout activation, MAESF 8 will evaluate and analyze medical, public health and mental health assistance requests and responses, and develop and update assessments of medical status.
7. Most requests will not be formally written, but rather made via telephone, email, radio, or during face-to-face conversations. However, MDPH will ensure that all Incident Command System (ICS) forms to track assets and requests are appropriately completed. All requests from appropriate municipal authorities for medical and public health assistance will be assumed to be valid. Upon receiving conflicting or questionable requests, MAESF 8 will attempt to confirm the actual needs.

B. Organization

1. All personnel and activities associated with MAESF 8 will operate under the Incident Command System.
2. MDPH is the primary agency under MAESF 8.
3. The MAESF 8 Coordinator is a member of the MDPH SEOC On Call Team, and is responsible for MAESF activities. Upon activation of MAESF 8, the Coordinator will determine if additional support agencies are needed.
4. Additional supporting agencies, organizations, and volunteers may be utilized depending on the nature of the incident.
5. MAESF 8 may deploy field representatives prior to or immediately following an emergency or major disaster. Field representatives are responsible for:
 - a. Consulting with local health representatives to provide an evaluation of the disaster and detail current conditions.
 - b. Providing technical assistance in public health, mental health and medical assessment and immediate response planning for the affected area(s).
 - c. Coordinating information with appropriate hospitals and local health departments in the impacted area(s) and assess resource availability of non-impacted health personnel and facilities across the Commonwealth.
6. Because of the potential complexity of public health, mental health and medical response issues, special advisory groups consisting of subject matter experts may be assembled and consulted to review public health and medical intelligence information and advise MAESF 8 on specific strategies to manage and respond to specific situations.
7. MAESF 8 will fulfill human resource needs with existing personnel in state health systems and various government agencies, as well as private organizations, community volunteer agencies and individual volunteers.

² Every support agency is responsible for carrying out the activities tasked to their organization on a continuous basis.

C. Notification

1. In the event of an emergency or disaster, MEMA will notify MDPH.
2. MDPH will prepare notification lists for personnel to support the SEOC during MAESF 8 activation. Two members of the On Call Team are on call status 24 hours per day, seven days per week.
3. MDPH will request that MEMA notify support agencies as needed.
4. During extended SEOC activation, MDPH, in conjunction with MEMA, will notify members of the On Call Team as necessary to staff the SEOC.

D. Response Actions

1. Initial Response Actions

a. Personnel

- (1). Assign appropriate personnel to staff the SEOC.
- (2). Make available an updated emergency contact list that includes emergency phone numbers for MDPH senior staff, Executive Officer of Health and Human Services (EOHHS) senior staff, EOHHS agencies, hospitals, Massachusetts Hospital Association, and members of the Emergency Preparedness/Bioterrorism Advisory Committee.

b. Assessment

- (1). Develop and prioritize strategies for initial response actions, including the mobilization of resources and personnel.
- (2). Ascertain the need for patient evacuation from affected areas.
- (3). Determine the need for additional personnel and resources if the incident involves mass casualties.
- (4). Coordinate with the Massachusetts Hospital Association and the diversion website to identify bed availability and patient transport needs.
- (5). Ascertain the need for health surveillance or epidemiological investigation, and facilitate coordination between criminal and epidemiological investigations.
- (6). Ascertain the need for additional medical supplies, equipment and/or pharmaceuticals from the Strategic National Stockpile. If the need exists, see Appendix A for activation and implementation protocols.
- (7). Coordinate with MAESF 6: *Mass Care* to determine sanitation and medical resource needs at shelters.
- (8). Coordinate with MAESF 6 to determine the need for mental health resources for victims and responders.
- (9). Coordinate requests for substance abuse services and information in the aftermath of disaster.
- (10). Coordinate with other MAESFs for various assessments as dictated by the event (i.e., MAESF 17: *Animal Protection* for zoonotic disease).
- (11). Pre-position response resources when it is apparent that state health and medical resources will be required.
- (12). When necessary, activate paramedic waiver across the Commonwealth by contacting Office of Emergency Services under MDPH.
- (13). Provide MAESF 5, *Information and Planning* with a summary listing of available resources.

- c. Communications
 - (1). Establish communications with other appropriate MAESF Areas.
 - (2). Coordinate with MAESF 14: *Public Information* in drafting Risk Communication materials and Public Information releases.
 - d. ICS Documentation
 - MAESF 8 shall track:
 - (1). MAESF 8 correspondence (telephone calls, email, verbal requests, etc.) in an activity journal.
 - (2). Costs associated with MAESF 8 activities, including personnel, equipment, materials, and other expenses incurred during emergency response actions.
 - e. Coordinate with MAESF 10: *Environmental Protection and Hazardous Materials*, MEMA and other appropriate agencies regarding mitigation of and response to hazardous materials and/or radiological, biological and chemical hazards.
 - f. During disasters involving prolonged power outages, ensure safety of food and drugs that may require climate control.
 - g. Coordinate vector control to prevent the spread of illness or disease.
 - h. Determine the potability of water and ensure wastewater and solid waste are properly treated and disposed of from affected or overwhelmed areas.
 - i. Assist in victim identification and mortuary services.
3. Continuing Response Actions
- a. Update public health, mental health, medical resource, and epidemiological assessments.
 - b. Activate health, medical, mental health, and mortuary response teams as necessary.
 - c. Coordinate requests for patient transport and evacuation, mental health services, including crisis counseling and psychiatric triage, and resources to supplement hospitals, health care centers and other medical facilities.
 - d. Implement procedures to meet pharmaceutical needs, from identifying and dispensing local pharmaceutical caches and ChemPack to continuing Strategic National Stockpile program operations.
 - e. Coordinate the movement of supplies, equipment, and support personnel to staging areas or other sites.
 - f. Continue a public information program in coordination with MAESF 14: *Public Information*.
 - g. ICS Documentation
 - (1). Maintain activity journal.
 - (2). Document all financial expenditures.
 - (3). Draft recommendations for after-action reports and other reports as appropriate.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Support Agency³

1. Direct, coordinate and integrate the overall state effort for providing medical, public health, substance abuse services and mental health assistance to affected areas.
2. Coordinate and direct the activation and deployment of state health, mental health, substance abuse services, medical personnel and volunteers, as well as medical and pharmaceutical supplies and equipment.
3. Coordinate the evacuation and/or relocation of current hospital patients, institutionalized patients or wards of the state, and victims of the disaster from the disaster area when evacuation is deemed appropriate by state authorities.
4. Continuously acquire information about the disaster situation to assess the nature and extent of health and medical problems, and establish appropriate monitoring and surveillance.
5. Assemble and deploy state health, mental health and medical personnel as appropriate. State Disaster Medical Assistance Teams (DMATs) will be activated and deployed as needed through the Office of Emergency Medical Services (OEMS).
6. Coordinate directly with the National Disaster Medical System (NDMS) when assets from outside the state are required.
7. Coordinate medical transportation and Ambulance Strike Teams with MAESF 4, Firefighting.
8. Maintain and provide a list of hospitals, ambulatory care clinics, mental health facilities, substance abuse facilities, nursing homes, assisted living facilities, rest homes, hospices, detoxification facilities, etc., including names of contact individuals and 24-hour phone numbers.
9. Coordinate with the Massachusetts Hospital Association, hospitals and other health, mental health or institutional facilities to determine:
 - a. Bed availability at hospitals outside the disaster area.
 - b. Status of hospitals, nursing homes, assisted living facilities, rest homes, mental health care facilities, and hospices following disaster impact
10. Coordinate any waiver of rules and regulations regarding licensed professional personnel.
11. In the event of a hurricane or other disastrous event where there is sufficient advance warning, contact all hospitals, nursing homes, mental health care, substance abuse and assisted living facilities in disaster area prior to impact and determine contact procedures to be utilized the after the event has occurred.
12. Coordinate with MAESF 6: *Mass Care* to provide nursing personnel to assist in shelters, tent cities, public health clinics, etc.
13. Coordination with MAESF 4: *Firefighting* to evaluate structural integrity of hospitals if the structure has been compromised.

³ This plan assumes that local resources have been overwhelmed, and MAESF is coordinating state and possibly federal resources to supplement local resources.

14. Make available the Nuclear Incident Advisory Team (NIAT) if needed.
15. MAESF 8 will coordinate and provide to the greatest extent possible the following resources:
 - a. Advance Life Support (ALS) and Basic Life Support (BLS) vehicles
 - b. Emergency medical technicians
 - c. Paramedics
 - d. Medical equipment and supplies
 - e. Nurses (RNs and LPNs)
 - f. Health administrators
 - g. Pharmacists and pharmacy services
 - h. Physicians and alternate medical professionals⁴
 - i. Environmental health specialists
 - j. Laboratories and laboratory personnel
 - k. Mortuary services
 - l. Epidemiology services
 - m. Mental health services
 - n. Substance abuse services
 - o. Radiation monitoring
 - p. Disaster response expertise
 - q. Immunizations and prophylaxis
 - r. Outreach capability
 - s. Public information and education materials
 - t. Other materials as needed (e.g. body bags)

B. Responsibilities of the Support Agencies

1. Department of Mental Health

DMH is a member of the Massachusetts Emergency Management Team (MEMT) and is the support agency for mental health services to DPH under MAESF 8. In accordance, DMH has structures in place to:

- a. Ensure that disaster preparedness plans are in place for DMH facilities and programs; and
- b. Provide emergency and disaster crisis counseling to the victims and effected members of the general public during times of President or Governor-declared states of emergency and/or when directed to under MAESF 8.

As the state mental health authority, DMH is the entity that is authorized to apply for and administer FEMA Crisis Counseling Program grants in event of presidential declaration of disaster.

⁴ Such as physicians assistants, dentists, hygienists, etc.

DMH's primary mission responsibilities for its own clientele are satisfactorily ensured, DMH provides for disaster mental health services such as acute crisis counseling, triage for psychiatric services, and public information regarding the mental health implications of disaster/trauma. DMH provides for these services via

- a. A "call-up" roster of trained crisis counselors from DMH state or provider agencies.
- b. Voluntary mental health resources available via partner organizations that serve on the Disaster Mental Health & Substance Abuse Services Committee.
- c. When available, resources provided via federal grant programs. In addition to support of MAESF 8, these resources are also used to provide support to the American Red Cross in MAESF 6 activities.

DMH also has access to staff with disaster mental health, trauma, and related expertise to provide technical assistance with planning, response, and public information. As a member of the Disaster Mental Health and Substance Abuse Services Committee (DMHSASC), DMH can call provide additional crisis counseling capacity in time of actual emergency or disaster and, via coordinate a substance abuse services response with MDPH in the aftermath of disaster.

2. Office of the Chief Medical Examiner

The Office of the Chief Medical Examiner determines the cause and manner of death according to Mass General Law, Chapter 38. In a mass fatality incident, the Chief Medical Examiner coordinates the recovery, and disposition of human remains and issues findings from autopsy concerning the determination of death. These functions are performed in coordination with the lead investigatory agency at the local, state, and/or Federal levels. (See Attachment B).

3. Massachusetts Commission for the Blind

The Massachusetts Commission for the Blind provides a wide range of social and rehabilitation services to legally blind Massachusetts residents of all ages.

4. Massachusetts Commission for the Deaf and Hard of Hearing

The Massachusetts Commission for the Deaf and Hard of Hearing is the principal agency in the Commonwealth working on behalf of people of all ages who are deaf or hard of hearing.

5. Other Assets

Although specific assets have been identified within each supporting agency, it is understood that MAESF 8 will initially coordinate requests for, and acceptance of, support with each appropriate MAESF area.

VI. REFERENCES

- A. Massachusetts Strategic National Stockpile Plan
- B. Disaster Response Plan for Unconventional Fatalities Chemical-Radiological-Nuclear-Biological-Explosive (OCME February 27, 2004)
- C. Massachusetts Risk Communication Plan
- D. Statewide Fire and EMS Mobilization Plan
- E. Massachusetts Infectious Disease Plan
- F. Smallpox Post-Event Vaccination Plan
- G. Summary of Public Health Emergency Powers
- H. Radiological Emergency Response Plan
- I. Natural Disasters (separate plans for floods, blizzards, hurricanes, etc.)
- J. Stress Management Plan
- K. Family Assistance Plan
- L. Mass Casualty Plan
- M. Mass Fatality Plan
- N. MAESF-8 Standard Operating Procedures

Massachusetts Emergency Support Function 9

SEARCH AND RESCUE

Primary Agency

Massachusetts State Police
Department of Fire Services (Technical) Rescue

Support Agencies

Massachusetts Wing Civil Air Patrol
United States Coast Guard
Representation from the FEMA Urban Search and Rescue Task Force (MA-01)
Massachusetts Environmental Police

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 9: *Search and Rescue*, provides state support to local governments in both urban and non-urban search and rescue operations prior to and following an emergency or major disaster.

B. Scope

1. Provide state resources to assist in (technical) search and rescue operations to include locating, extricating, and giving immediate medical assistance to victims trapped in collapsed structures and other technical search and rescue environments.
2. Provide state resources to assist in search and rescue operations to include locating missing persons, lost boats at sea, and downed aircraft, as well as providing extrication and immediate medical assistance for victims.

II. POLICIES

A. The Massachusetts State Police will coordinate the activities of MAESF 9: *Search and Rescue*. The Department of Fire Services will coordinate the activities of MAESF 9: *(Technical) Search and Rescue*.

1. Search and rescue operations will be coordinated through the Massachusetts State Police with assistance from the other support agencies in MAESF 9.
2. (Technical) search and rescue operations will be coordinated through the state Department of Fire Services with assistance from the Federal Emergency Management Agency (FEMA) Urban Search and Rescue Task Force (MA-01).

B. The Massachusetts State Police will designate an incident commander to direct and control search and rescue operations for non-technical rescue.

- C. The Department of Fire Services will designate an incident commander to direct and control search and rescue operations for urban (technical) rescue.
- D. State assets will assist and augment the local on-scene commander's search and rescue responsibilities and efforts.
- E. MEMA may request Federal Urban Search and Rescue assistance following a major disaster declaration by the President.
- F. MAESF 9: *Search and Rescue*, when needed, will coordinate with the Federal Government's Emergency Support Function (ESF) 9, *Urban Search and Rescue*, following activation of the Federal Response Plan in support of emergency response efforts in the Commonwealth.

III. SITUATION

A major or emergency disaster may result in large numbers of displaced, stranded, lost, or trapped individuals needing prompt rescue and medical attention. Since the first 72 hours are crucial to lessening the mortality rate, search and rescue operations must begin as soon as possible. Search and rescue personnel may deal with extensive damage to buildings, roadways, bridges, and public works or other utility structures. Fires, explosions, flooding, and hazardous materials spills or releases may compound problems, and threaten both survivors of the disaster and rescue personnel alike.

MAESF 9 will take steps to prepare for an emergency or disaster situation by tabulating and maintaining a listing of all state search and rescue resources, locations, and availability. Also, MAESF 9 primary and support agencies shall develop and maintain procedures that detail the activities addressed in this document. These procedures will be coordinated with the support agencies.

IV. CONCEPT OF OPERATIONS

A. General

1. During an emergency or disaster, personnel from the Massachusetts State Police or Department of Fire Services will serve as staff for MAESF 9: *Search and Rescue*, and will designate a Search and Rescue Coordinator for MAESF 9.
2. The Search and Rescue Coordinator will staff the MAESF 9 work station, identify which support agencies for MAESF 9 are needed, activate support agencies or place them on standby.
3. As the primary or lead agencies for all activities under MAESF 9, the Massachusetts State Police or Department of Fire Services will attempt to ensure that all agencies assigned to MAESF 9 respond to requests for local search and rescue assistance.

B. Organization

1. USAR expertise will be provided by a representative from the FEMA Urban Search and Rescue Task Force (MA-01), a Federal asset, upon activation of the Federal Response Plan. This is possible since current federal policy recommends the importation of out-of-state federal urban search and rescue units and resources into disaster stricken areas in lieu of having to rely upon a federal, but locally obtained and likely impacted, search and rescue resource. The representative from the Federal Task Force will coordinate with MAESF 9's Search and Rescue Coordinator at the State Emergency Operations Center (SEOC) and with local officials requesting urban search and rescue assistance.
2. Non-urban search and rescue expertise will be provided by a representative of the Massachusetts State Police. The Massachusetts State Police Coordinator at the SEOC will coordinate with support agencies in tasking search and rescue missions based upon local requests for assistance.
3. The Massachusetts State Police and the Department of Fire Services shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments according to the MAESF concept.
4. MAESF 9: *Search and Rescue*, is grouped together with MAESF 4: *Fire fighting*, MAESF 10: *Environmental Protection and Hazardous Materials*, and MAESF 16: *Law Enforcement & Security* under the Emergency Services Incident Command System (ICS) Branch for the purpose of tracking mission assignments.

C. Notification

1. MEMA will notify the primary agencies in the event of an emergency or disaster.
2. The Massachusetts State Police or Department of Fire Services will notify the agencies' Search and Rescue Coordinator, who will in turn contact support agencies, as needed, with instructions to alert personnel to ensure that search and rescue resources are available and placed on standby.

D. Response Actions

1. Initial Response Actions
 - a. Develop strategies for the initial response.
 - b. Verify inventories of available search and rescue resources and provide a summary listing to MAESF 5: *Planning and Information*.
 - c. Establish communications with MEMA Regional Office(s) to coordinate response efforts.
 - d. Implement predetermined cost accounting measures for tracking overall MAESF 9 costs, including personnel, equipment, materials, and any other costs incurred during emergency support actions.
 - e. Use MAESF 5 information as needed.
 - f. Coordinate with MAESF 1: *Transportation*, to transport personnel and equipment to the affected area(s).
 - g. Coordinate with MAESF 7: *Resource Support*, to obtain equipment and supplies needed for both urban and non-urban search and rescue missions.

2. Continuing Actions
 - a. Coordinate with state, local, volunteer, and Federal search and rescue personnel, as needed.
 - b. Track committed resources for possible redeployment and other purposes, and provide same to MAESF 5, *Information and Planning*.
 - c. Draft recommendations for after-action reports and other reports.
3. Recovery Actions

MAESF 9: *Search and Rescue* will continue to provide search and rescue support, if needed, during the recovery phase.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

1. Direct and coordinate the overall search and rescue response effort in the affected area.
2. Develop and maintain a roster of personnel to staff MAESF 9 with sufficient staffing for 24-hour operations.
3. Coordinate with local fire chiefs, police representatives, and other local government officials to assist missing or trapped victims.
4. Provide a system for recording incoming requests for assistance, units assigned to respond, and actions taken.
5. Establish a protocol for prioritizing response activities.
6. Coordinate activities with other MAESFs.
7. Be prepared, at all times, to make status reports.
8. Assist responding support agencies and organizations to develop procedures for disaster response. These procedures will be reviewed by all MAESF 9 agencies.

B. Responsibilities of Support Agencies

1. Representative from the FEMA Urban Search and Rescue Task Force

The representative from the FEMA Urban Search and Rescue Task Force will coordinate with Task Force members in obtaining support assistance and needed equipment and supplies. These resources will only be available while the Task Force remains deactivated. In the event Federal Response Plan activation, the representative from the FEMA Urban Search and Rescue Task Force will coordinate with the Task Force Leader, FEMA Urban Search and Rescue Task Force assigned to the Commonwealth.
2. Massachusetts Wing, Civil Air Patrol

The Massachusetts Wing, Civil Air Patrol can furnish emergency communication, air transport of personnel, and personnel trained in ground and air search.

3. United States Coast Guard
The USCG is responsible for search and rescue in and along US Coastal Waters.
4. Massachusetts Environmental Police
The Massachusetts Environmental Police are the primary law enforcement agency in the Commonwealth for the enforcement of environmental laws and the licensing and registering of boats and recreational vehicles. The Massachusetts Environmental Police patrol state parks and the waterways of the Commonwealth from New Hampshire to Rhode Island, including Nantucket Sound and Vineyard Sound. The Massachusetts Environmental Police also offer programs on hunting and boating safety.

VI. REFERENCES

- A. State Fire Mobilization Plan
- B. State Police Incident Management Assistance Team (IMAT)
- C. Air Crash Plan
- D. Terrorism Plan
- E. Mitigation Plan
- F. Radiological Emergency Response Plan
- G. Recovery Plan
- H. MAESF-9 Standard Operating Procedures

MASSACHUSETTS EMERGENCY SUPPORT FUNCTION 10

ENVIRONMENTAL PROTECTION AND HAZARDOUS MATERIALS

Primary Agency

Executive Office of Environmental Affairs

Supporting Agencies

Massachusetts Department of Environmental Protection
Department of Fire Services
Department of Public Health
Department of Conservation and Recreation
United States Coast Guard
United States Environmental Protection Agency

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 10: *Environmental Protection and Hazardous Materials*, provides state support to local governments in response to an actual or potential discharge or release of hazardous materials resulting from natural, man-made, or technological disasters.

B. Scope

1. MAESF 10 coordinates the response to discharges and releases of hazardous materials through the mobilization and deployment of personnel, equipment, supplies, and financial resources to the affected area.
2. MAESF 10 assumes the lead role for the state during any hazardous materials incidents resulting from an emergency or major disaster. This MAESF is applicable to all state departments and agencies with responsibilities and assets used in support of local responses to actual or potential hazardous materials incidents.
3. Response to oil discharge and hazardous substances will be in accordance with the National Contingency Plan (NCP) and is authorized pursuant to Massachusetts law, delegating to the Department of Environmental Protection the power and duty to control, prohibit, and respond to pollution of the air, surface water, and lands of the state, and protect the public health, safety, and welfare from the effects of releases of hazardous substances.

C. Relation to Existing Response Under the Federal Regional Response Team

This MAESF does not impede or negate the use of or request for the activation of the Federal Regional Response Team (RRT). The RRT is made up of regional representatives of the federal and state agencies within the region and is co-chaired by the United States Environmental Protection Agency (EPA) and the United States Coast Guard (USCG). The RRT serves as a planning and preparedness body before a response, marshaling these respective agency response resources and providing coordination and advice to the federal On Scene Coordinator (OSC) during response actions. The RRT participates in preparedness activities under this MAESF and is expected to be closely involved in response activities if this MAESF is activated. At the state level, activities under MAESF 10 provide a bridge between the OSC, the district fire chief's Hazardous Materials Response Teams (HMRTs) covering the Commonwealth, and overall disaster response activities. District fire chiefs commanding the HMRTs will carry out their responsibilities under the NCP to coordinate, integrate and manage the state effort to direct, identify, contain clean up, dispose of, or minimize releases of oil or hazardous substances, or prevent, mitigate or minimize the threat of potential releases. Their efforts will be coordinated under the direction of MAESF 10.

II. POLICIES

- A. The Department of Environmental Protection (DEP), in coordination with the Department of Fire Services, will organize and direct the emergency response operations of MAESF 10: *Environmental Protection and Hazardous Materials*.
- B. The NCP serves as the basis for planning and use of federal resources for response to releases or threats of releases of oil or hazardous substances. Response actions under MAESF 10 will follow policies, procedures, directives, and guidance developed to carry out the provisions contained in the NCP.
- C. As an element of the Massachusetts *Comprehensive Emergency Management Plan* (CEMP), MAESF 10 may be activated under one of the following conditions:
 - 1. In response to those disasters for which MEMA determines that state assistance is needed to supplement the response efforts of the affected local governments.
 - 2. In anticipation of a disaster expected to result in a declaration from the Governor and subsequent Federal declaration under the Stafford Act.
- D. When, due to multiple response actions, more than one state agency is involved in implementing response and MAESF 10 will be the mechanism through which close coordination will be maintained among agencies.

III. SITUATION

A. Disaster Condition

A major disaster or catastrophic event could result in hazardous materials being released into the environment. Fixed facilities (e.g., chemical plant, tank farms, laboratories, operating hazardous waste sites) which produce, generate, use, store, or dispose of hazardous materials could be damaged so severely that spill control apparatus and containment measures are ineffective. Hazardous materials being transported may be involved in rail accidents, highway collisions, or waterway mishaps. Abandoned hazardous waste sites could be damaged, causing further degradation of holding ponds, tanks, and drums. The damage to, or rupture of, pipelines transporting hazardous materials will present serious problems.

B. Planning Assumptions

1. Local response agencies will be overwhelmed by the extent of the response effort required to assess, mitigate, monitor, clean up, and dispose of hazardous materials released into the environment.
2. Numerous incidents will occur simultaneously in different locations both inland and along coastal waters.
3. Standard communications equipment and practices will be disrupted or destroyed.
4. Response personnel, cleanup crews, and response equipment will have difficulty reaching the site of a hazardous materials release because of damage sustained by the transportation infrastructure.
5. Additional response and cleanup personnel and equipment will be needed to supplement existing capabilities and to provide backup for relief resources.
6. Non-impacted facilities located in or near the affected disaster area will need to be monitored by MAESF 10 staff.
7. Laboratories responsible for analyzing hazardous materials samples may be damaged or destroyed.
8. Air transportation will be needed for damage reconnaissance and to transport personnel and equipment to the site of the release.
9. Emergency exemptions will be needed for disposal of contaminated materials.
10. MAESF 10 responders should expect to be self-sufficient in the early days of the response.

C. Preparedness Actions

1. The DEP shall develop in coordination with support agencies an organizational structure for directing, planning, implementing, and monitoring mission assignments according to the MAESF concept.
2. Develop resource lists with the names and telephone numbers of each Hazardous Materials Response Team local district fire chief, along with available equipment, materials, supplies, transportation, and personnel assigned to each team.
3. Develop and maintain procedures that detail the activities addressed in this document. These procedures will be coordinated with the support agencies and MEMA.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon notification, the DEP liaison will report to the State Emergency Operations Center (SEOC) for coordination of hazardous materials response actions.
2. The DEP Officer, or designee, will staff a MAESF 10 work station, identify which support agencies for MAESF 10 are needed, and activate or place on standby support agencies, as needed.
3. A representative from the Department of Fire Services, acting as a liaison between the fifteen Fire Mobilization Districts, the six hazardous materials response teams under the authority of local district fire chiefs, and MAESF 10, will report to the SEOC as directed by MEMA in support of hazardous materials response actions.
4. As the primary agency for all activities under MAESF 10, DEP will ensure that all agencies assigned to MAESF 10 respond to all requests for local and state hazardous materials response assistance.
5. All support agencies and organizations will be notified and tasked to provide 24-hour representation as necessary. Every support agency and organization is responsible for ensuring that sufficient program staff is available to report to and support the SEOC and to carry out the activities tasked to their organization on a continuous basis.
6. Individuals representing organizations that are staffing the SEOC will have extensive knowledge of the resources and capabilities of their respective agencies and organizations and have access to the appropriate authority for committing such resources.
7. MAESF 10 will direct the efforts to supplement the local emergency response actions immediately following a disaster involving hazardous materials releases. Close coordination must be maintained by Federal, state, and local officials. MAESF 10 operations will ensure that hazardous materials spills or releases are secured, removed, and disposed of.

B. Organization

1. The DEP will coordinate with MAESF 10 support agencies in providing overall state response to hazardous materials spills or releases resulting from an emergency or disaster.
2. MAESF 10, *Environmental Protection and Hazardous Materials*, is grouped together with MAESF 4, *Fire Fighting*, MAESF 9, *Search and Rescue*, and MAESF 16, *Law Enforcement & Security* “Emergency Services MAESFs” for purposes of tracking mission assignments.

C. Notification

1. In the event of a spill or release of hazardous materials, MEMA will notify the MAESF 10 Primary Agency. This notification will be effected by telephone or digital pager and may request that MAESF 10 representatives report to the State EOC.
2. The MAESF 10 Primary Agency will alert MAESF 10 support agencies as needed.
3. Emergency cleanup contractors are alerted and put on in standby.

D. Response Actions

1. Develop strategies for initial response, to include the mobilization of resources and personnel.
2. Verify inventories of available hazardous materials services, including the status of personnel, equipment, supplies, and transportation of each of the state’s six Hazardous Materials Response Teams, and provide summary listing to MAESF 5, *Information and Planning*.
3. Establish communications with the MEMA Regions for coordination of response efforts.
4. Implement predetermined cost accounting measures for tracking overall MAESF 10 personnel, equipment, materials, and other costs that incurred during emergency response actions.
5. Pre-position response resources when it is apparent that state energy resources will be required.
6. Conduct initial assessment of hazardous materials needs and assemble and analyze data for forecasting the likelihood of hazardous materials spills and releases and where the likely sites. Use MAESF 5 information for response planning purposes.
7. Monitor the procedures followed by local responding agencies and Hazardous Materials Response Team(s) during incident response.
8. Draft recommendations for after-action reports and other reports as needed.

E. Recovery Actions

MAESF 10 will continue to provide hazardous material guidance and support as needed during the recovery phase.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

1. Direct, coordinate, and integrate the overall state hazardous materials response in the affected areas(s).
2. Develop and maintain a roster of personnel to staff MAESF 10. Sufficient staffing will be available for 24-hour-per-day operations.
3. Coordinate with the local district fire chief's liaisons to effectively respond to existing or potential hazardous materials incidents.
4. Tabulate and maintain a list of all state hazardous materials response resources and their locations.
5. Provide a system for recording incoming requests for assistance, who was assigned to respond to the request, and the action taken.
6. Establish a protocol for prioritizing response activities.
7. Coordinate activities with other MAESFs.
8. Be prepared, at all times to make status reports.
9. Assist responding support agencies to develop procedures for disasters and disaster exercises. These procedures will be reviewed by all MAESF 10 agencies for input prior to being finalized.

B. Support Agencies

1. Department of Fire Services
The Department of Fire Services will provide technical advice and liaison services between MAESF 10, and responding hazardous materials units.
2. Department of Public Health
The Department of Public Health can respond to bio-hazardous, radiological, and mixed hazardous materials incidents.
3. Department of Environmental Protection
DEP is responsible for protecting human health and the environment by ensuring clean air and water, the safe management and disposal of solid and hazardous wastes, the timely cleanup of hazardous waste sites and spills, and the preservation of wetlands and coastal resources.
4. Department of Conservation and Recreation (DCR)
DCR is responsible for the care and oversight of natural, cultural and historic resources in the commonwealth and to provide quality public recreational opportunities to all citizens.
5. United States Coast Guard
The USCG has access to Federal resources for emergencies involving hazmat and oil spills with the Captain of the Port (COTP) zone.
6. United States Environmental Protection Agency
The USEPA has access to federal resources outside of USCG COTP area.

VI. REFERENCES

- A. Hazardous Materials Contingency Plan
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-10 Standard Operating Procedures

Massachusetts Emergency Support Function 11

FOOD AND WATER

Primary Agency

Department of Education

Support Agencies

Bureau of Health Quality Management
Department of Agricultural Resources
Bureau of Animal Health

Department of Environmental Protection
Department of Transitional Assistance
Department of Corrections

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 11: *Food and Water*, identifies food, water, and ice needs in the aftermath of a disaster or emergency, obtains items to meet those needs, and transports them to the disaster area. Food supplies obtained and distributed by MAESF 11, will be dispensed to the disaster victims by MAESF 6: *Mass Care*, or by local government.

B. Scope

In order to obtain needed food, water and ice for disaster victims, MAESF 11 will:

1. Identify the number of people without food and safe drinking water.
2. Inventory warehouse food products and respective quantities and identify sources to obtain additional supplies.
3. Find and locate sufficient warehouse space to store food supplies.
4. Coordinate the transportation of food shipments to warehouses, feeding sites, and pantry locations.
5. Purchase or solicit food supplies to sustain disaster victims until local officials and agencies can manage the operation.
6. Authorize emergency food stamp assistance, if needed.
7. Coordinate with the Federal Emergency Support Function (ESF) 11.

II. POLICIES

- A. The Department of Education will plan, coordinate, and direct the activities of MAESF 11.
- B. Assets available to MAESF 11 will be used to assist MAESF 6: *Mass Care*, in providing food and water to victims of the disaster.

- C. Actions undertaken by MAESF 11 will be guided by and coordinated with MAESF 6 and local disaster officials.
- D. MAESF 11 will provide for securing and delivering food and water supplies suitable for household distribution or congregate meals service. MAESF 11 will encourage the use of congregate feeding arrangements as the primary outlet for distributing of disaster food, water, and ice.
- E. MAESF 11 will arrange for the transportation and distribution of food and water supplies within the affected area and will coordinate with, and support as appropriate, MAESF 6: *Mass Care*, involved in mass feeding.
- F. Priority will be given to shipping critical supplies of food, water, and ice into areas of acute need, followed by shipments into areas of moderate or lesser need.
- G. Upon notification that electric power has been restored and roadways are open to commercial vehicles, MAESF 11 may authorize the use of emergency Food Stamp Program procedures.

III. SITUATION

A. Disaster Condition

A major disaster or catastrophic event will cause substantial disruption to the commercial food supply and distribution network. Supermarkets, fast food outlets, restaurants, commercial storage and distribution facilities, and other food sources will be damaged, destroyed, or otherwise inaccessible. Substantial numbers of people will be deprived of food and water or the means to prepare and store food. Destruction of or damage to the electric power and transportation infrastructures will preclude rapid restoration of power, preventing refrigeration and cooking, and severely impeding the re-supply of food, water, and ice to disaster affected areas.

B. Planning Assumptions

1. Thousands of evacuees may be lodged in shelters both within the disaster area and in other shelters around the state.
2. Normal food processing and distribution capabilities will be disrupted.
3. As a result of power outages, many commercial cold storage and freezer facilities within the impacted area will be inoperable.
4. Shelters will attempt to have food and water supplies to operate without re-supply for up to 72 hours after the disaster.
5. Damage projection models may be used to forecast damage and disaster consequences, including numbers of people expected to be affected. MAESF 11 will use projections produced by these models to estimate the quantity of food needed and to project the duration of mass feeding activities.

6. An immediate human needs assessment (food, water, health and medical, and housing) and the condition of the infrastructure (transportation, communications, and utility systems) will be reported by MAESF 5: *Information and Planning*.
7. MAESF 11 will coordinate the transport of large bulk shipments of purchases, solicited or purchased food supplies. MAESF 11 will also be responsible for the coordination and distribution of donated, sorted, and palletized non-perishable food items.
8. Assistance from MAESF 13: *Military Support*, will be requested only after all other resources have been used to assist with the distribution of food supplies and warehouse operations.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon request from the Massachusetts Emergency Management Agency (MEMA), the Department of Education will make agency liaisons available to work in the State Emergency Operations Center (SEOC) for the coordination and implementation of food and water related requests for assistance.
2. The agency liaisons will staff an MAESF 11 work station, identify which support agencies for MAESF 11 are needed, and activate needed support agencies or place them on standby.
3. As the primary agency for all activities under MAESF 11, the Department of Education will attempt to ensure that all agencies assigned to MAESF 11 respond to requests for assistance.
4. MAESF 11 will operate in a manner consistent with existing United States Department of Agriculture (USDA) authorities and regulations, as well as Public Law 93-288, as amended, and the Massachusetts *Comprehensive Emergency Management Plan* (CEMP), in providing disaster food supplies to designated disaster staging areas, and mass feeding sites, and when authorizing the issuance of disaster food stamps.
5. If possible, MAESF 11 will use damage projection models to calculate the number of people that may be affected, in order to assess the amount of food, water, and ice needed to meet anticipated demands. Warehouse inventories will be tabulated and if additional food supplies are needed, MAESF 11 will obtain and arrange for the transport of such supplies to the disaster or staging areas. Additional information on the number of people in need of food, water, and ice will be obtained from MAESF 5: *Information and Planning* and MAESF 6: *Mass Care*, which is responsible for sheltering and mass feeding.
6. MAESF 11 will provide menus at mass feeding sites built around available USDA foods. Quantity usage tables will be used to address serving sizes. These tables, combined with the menus, will provide for ordering, forecasting, and supplying food. Other organizations with food resources will supplement the food supply. Menus will be adjusted based on food quantities.

7. Staff from MAESF 11 may be sent into the disaster area to assess the effectiveness of the food distribution network and to address problems. Staff will coordinate with municipal officials and MAESF 6: *Mass Care*, field staff to provide, ample and timely deliveries of food, water, and ice supplies.
8. MAESF 11 will coordinate with Federal ESF 3, *Public Works and Engineering*, which is responsible for potable water. If needed, a representative from the federal ESF 3 will be requested to join the MAESF 11 to help expedite and coordinate the provisioning of ample potable water.

B. Organization

1. At the state level, the Department of Education has primary responsibility for all MAESF 11 activities. The Department's liaison with MAESF 11, known as the Food Distribution Officer, will direct response and recovery activities for MAESF 11 from the SEOC.
2. Upon activation of this MAESF, the Food Distribution Officer will be responsible for ensuring that all food, water, and ice concerns are addressed. Additional support agencies and organizations may be utilized and will either be tasked to provide a representative to the state EOC or to provide a representative who will be immediately available via telecommunication means (telephone, fax, conference call, etc.)
3. The Department of Education shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments according to the MAESF concept.
4. MAESF 11: *Food and Water*, is grouped together with MAESF 6: *Mass Care*, MAESF 8: *Health and Medical Services*, MAESF 17: *Animal Protection*, and MAESF 15: *Volunteers and Donations* under the Health and Welfare Incident Command System (ICS) Branch for mission tracking purposes.

C. Notification

1. In the event of an emergency or disaster, the primary agency will be notified by MEMA.
2. The Department of Education will request MEMA to notify support agencies as needed.

D. Response Actions

1. Initial Actions
 - a. Develop strategies for initial response.
 - b. Verify inventories of available food, water, and ice and provide a summary listing to MAESF 5: *Planning and Information*.
 - c. Establish communication with appropriate field personnel through the regions for coordination of response efforts.
 - d. Implement predetermined cost accounting measures for tracking overall MAESF 11 personnel, equipment, materials, and other costs incurred during emergency response actions.
 - e. Obtain information from MAESF 5: *Information and Planning*, for response planning purposes.

- f. Identify the number of people in shelters and others in need of food, water, and ice.
 - g. Monitor power outages to estimate ice needs.
 - h. Monitor water contamination in the disaster area and estimate water needs.
 - i. Identify the locations of all mass feeding and food distribution sites.
 - j. Develop menus for meals to be used for calculation for food supplies and serving portions.
 - k. Assess warehouse space and needs for staging areas.
 - l. Coordinate food donations and incorporate into food supply.
 - m. Monitor and coordinate the flow of food supplies into the disaster area.
 - n. Assess the need and feasibility of issuing emergency food stamps.
 - o. Coordinate with Federal ESF counterpart as needed.
2. Continuing Actions
- a. Continue to monitor food and water needs.
 - b. Assess any special food concerns of affected residents.
 - c. Monitor nutritional concerns.
 - d. Establish logistical links with local organizations involved in long-term congregate meal services.
 - e. Draft recommendations for after-action reports and other reports as needed.

E. Recovery Actions

MAESF 11 will continue to coordinate the delivery of food and potable water to disasters areas as needing during the recovery phase.

V. RESPONSIBILITIES

A. Primary Agency

- 1. Deploy and utilize agency resources in coordination with MAESF 11 support agencies.
- 2. Determine the availability of USDA foods that are safe for human consumption within the disaster area.
- 3. Coordinate with MAESF 5: *Information and Planning*, to determine food, water, and ice needs for the population in the affected areas.
- 4. Coordinate requests for the approval of emergency food stamps for qualifying households within the affected area.
- 5. Make emergency food supplies available for take-home consumption in lieu of food stamps for qualifying households.
- 6. Provide appropriate information to MAESF 5: *Information and Planning*, on a regular basis.
- 7. Develop a plan of operation that will ensure timely distribution of food supplies to mass care locations.
- 8. Deploy portable water supply tankers or bottled water to locations identified by MAESF 6: *Mass Care*, and MAESF 5: *Information and Planning*.
- 9. Provide daily information to MAESF 14: *Public Information*, on the amount of food used and types of food needed for donations.

10. Monitor the number of mass feeding sites, soup kitchens, and pantries providing food to disaster victims.
11. Develop written procedures to implement the responsibilities delineated to MAESF 11 in the *Massachusetts Comprehensive Emergency Management Plan*.

B. Support Agencies

1. Bureau of Health Quality Management
Coordinate the use of potable water purification equipment and water transportation equipment in accordance with agency's operations plan.
2. Department of Agricultural Resources
 - a. Supplement food supplies.
 - b. Work with the Red Cross and the Voluntary Organizations Active in Disaster (VOAD) to accept food donations and coordinate transportation to the disaster area.
 - c. Provide couriers to pick up order forms, menus, meal counts, and other support activities.
 - d. Assist with the food supply data operational system.
3. Department of Transitional Assistance
 - a. Authorize and coordinate the issuance of emergency food stamps.
 - b. Provide support staff to assist with the calculations of serving proportions based on menus, the number of people fed at a site, and the quantity/type of food in the inventory.
4. Department of Environmental Protection
Provide strategies for addressing environmental issues, regarding the supply of food and water.
5. Bureau of Animal Health
The Bureau of Animal Health focuses its efforts on ensuring the health and safety of the Commonwealth's domestic animals. Through diligent inspection, examination, licensing, quarantine, and enforcement of laws, regulations and orders and the provision of technical assistance the Bureau promotes the welfare of companion and food-producing animals in Massachusetts.
6. Department of Corrections
The Department of Corrections is able to deploy mobile feeding facilities in support of MAESF-11 operations.

VI. REFERENCES

- A. Food Emergency Plan
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. Annex for Emerging Infections and/or Contagious Diseases in Non-Human Populations
- H. MAESF-11 Standard Operating Procedures

Massachusetts Emergency Support Function 12

ENERGY

Primary Agency

Division of Energy Resources

Support Agencies

Energy suppliers, such as trade organizations, utilities, and other relevant organizations
Department of Telecommunications and Energy

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 12: *Energy*, provides the operational base for implementation of the *Massachusetts Energy Emergency Plan* and other emergency response measures used by the Division of Energy Resources (DOER), other state agencies and organizations, and private utilities in responding to and recovering from fuel shortages, power outages, and capacity shortages caused by an emergency or major disaster in the Commonwealth.

B. Scope

1. MAESF 12 will coordinate the emergency supply and transportation of fuel and the provision of emergency power to support immediate response operations as well as restoring the normal supply of power. This MAESF will work closely with local, state, and Federal agencies, energy offices, suppliers, and distributors. MAESF 12 activities includes:
2. Assessing energy system damage, energy supply, demand, and resources needed to restore such systems.
3. Assisting state and local agencies in obtaining fuel for transportation and emergency operations.
4. Administering, as needed, statutory authorities for energy priorities all allocations,
5. Coordinating with Federal Emergency Support Function (ESF) 12 and support agencies to assist energy suppliers obtain information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.
6. Recommending local and state actions to save fuel.
7. Coordinating with local, state, and Federal agencies to provide emergency energy information, education, and conservation guidance to the public.
8. Coordinating information with local, state, Federal officials and energy suppliers about available energy supply recovery assistance.
9. Coordinating technical assistance involving energy systems.

10. Recommending to the State Coordinating Officer (SCO) and the Federal Coordinating Officer (FCO) priorities to aid restoration of damaged energy systems,
11. Processing all fuel and power assistance requests from local Emergency Operations Centers (EOCs) and MAESFs received through the State Emergency Operations Center (SEOC).

II. POLICIES

- A. In the wake of an emergency or major disaster, many of the local energy resources will be unavailable due to damage, inaccessibility, or insufficient supply. All other assets available to MAESF 12 will be used to assist local emergency operations and the efforts of other MAESFs to provide fuel, power, and other resources as necessary. Priorities for the allocation of resources are as follows:
 1. Coordinate the supplying of fuel to emergency response organizations and in areas along evacuation routes.
 2. Coordinate the supplying of technical personnel, equipment, materials, and supplies, support of efforts by EOCs and MAESFs to repair or restore essential operating facilities.
 3. Update emergency shelter power generating status and needs in coordination with the American Red Cross (ARC) and local EOCs. Assist in providing resources for emergency power generation.
 4. Provide emergency planning, data analysis, and forecasting of the energy situation and implementation of energy conservation measures.
- B. MAESF 12 agencies will coordinate with other state, local, and Federal agencies, private utilities, industry, and the media in carrying out their mission.

III. SITUATION

A. Disaster Condition

Electric energy shortages result from generation capacity shortages and transmission limitations. Generation capacity shortfalls will likely occur during extreme weather conditions. However, they could also be the result of a higher than projected demand for energy during periods when generating units are normally unavailable due to scheduled maintenance or unplanned generating unit outages. Other energy shortages, such as interruptions in the supply of natural gas or other petroleum fuels for automotive transportation and other industrial uses, may result from extreme weather conditions, strikes, or international embargoes.

B. Planning Assumptions

1. During periods of abnormal weather, or in the event of multiple unanticipated generating unit outages, there may be times when generating capacity falls short of customer demand.
2. Widespread and prolonged electrical power failure may occur in the event of an emergency or major disaster. Without electric power, communications will be affected and traffic signals will not operate, causing gridlock. Public health and safety services will be impacted. Outages will impede the transportation of petroleum products to support emergency power generation.
3. MAESF 12 will communicate and coordinate with state and local support agencies, private industry, and the utilities to prioritize emergency support and energy restoration efforts.
4. The public will hoard fuel when it fears prolonged fuel scarcities.
5. Coordination and direction of local efforts, including volunteer efforts will be required.
6. Affected areas may not be readily accessible except by air.

C. Preparedness Actions

The Division of Energy Resources, in coordination with MEMA, shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments from MEMA according to the MAESF concept.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon request from the Massachusetts Emergency Management Agency (MEMA), the Division of Energy Resources will make an agency liaison available to work in the SEOC to coordinate and implement the response to energy-related requests for assistance.
2. The Agency liaison will staff the MAESF 12 workstation, identify the needed support agencies for MAESF 12, and activate support agencies or place them on standby, as needed.
3. As the primary agency for all activities under MAESF 12, the Division of Energy Resources will attempt to ensure that the agencies assigned to MAESF 12 respond to all requests for energy-related assistance.
4. When electric utility operating reserves are nearly exhausted and there is an immediate possibility of curtailment or loss of firm load, or when other energy supplies (such as natural gas or automobile fuel) are disrupted, an appraisal of the situation will be made by designated authorities and personnel. Action is then taken in accordance with the Division of Energy Resources *Massachusetts Energy Emergency Plan* and MAESF 12.

5. Emergency organization personnel are mobilized to direct and coordinate relief efforts, communicate with the public and appropriate governmental agencies, and restore normal service.

B. Organization

1. As the primary agency for MAESF 12, the Division of Energy Resources will provide direction in all energy-related matters, including fuel shortages, power outages, and capacity shortage.
2. The support agencies are assigned to MAESF 12 to support the restoration of energy services and resources following a major disaster or emergency. Though the composition of the support agencies for MAESF 12 will likely change as a result of the planning process and through experience, it is anticipated that these agencies and the other supporting organizations will constitute the basis for providing energy type assistance to local government following a major disaster or emergency.
3. MAESF 12: *Energy*, is grouped together with MAESF 3: *Public Works and Engineering*, MAESF 2: *Communications*, and MAESF 1: *Transportation*, for purposes of tracking missions assigned to the MAESF.

C. Notification

1. In the event of an emergency or disaster, the primary agency will be notified by MEMA.
2. The primary agency will request MEMA to notify support agencies as needed.

D. Response Actions

1. Initial Response Actions
 - a. Develop strategies for initial response, to include the mobilization of resources and personnel.
 - b. Verify inventories of available energy resources and services and provide summary listing to MAESF 5: *Information and Planning*.
 - c. Ensure establishment of communications with the Region(s) to coordinate the response and planning efforts for the emergency or major disaster. This will be accomplished through the MEMA Communications Division as well as any Agency communications capability.
 - d. Implement predetermined cost accounting measures for tracking overall MAESF 12 personnel, equipment, materials, and other costs incurred during emergency response actions.
 - e. Pre-position response personnel and equipment when state energy resources will likely be needed.
 - f. Conduct an initial assessment of energy needs, and assemble, and analyze energy data for forecasting future energy availability. Use MAESF 5 information for response planning.
 - g. Monitor the procedures followed by utilities during shortages of energy generating capacity to ensure statewide action and communication.

- h. Determine the generating capacity in the Commonwealth, expected peak loads, expected duration of event, explanation of utilities' actions, and recommendations of state and local agency actions in support of the utilities.
 - i. Coordinate with local governments, trade associations, industry, the media, and Federal counterparts.
 - j. Monitor procedures and activities of the petroleum industry regarding emergency fuel supplies.
2. Continuing Actions
- a. Monitor state, local, utility, and fuel oil response actions.
 - b. Assess requests for aid from local, state, and Federal agencies, and energy offices, suppliers, and distributors.
 - c. Coordinate in obtaining needed resources to repair damaged energy systems. Such resources could include transportation to speed system repair.
 - d. Coordinate with the State Coordinating Officer (SCO), and state and local emergency organizations to establish priorities for repairing damage to energy generation and distribution systems.
 - e. Coordinate with MAESF 14: *Public Information*, to update news organizations with assessments of energy supply, demand, and resources needed to repair or restore energy generation and distribution systems.
 - f. Keep accurate logs and records of emergency responses.
 - g. Draft recommendations for after-action reports and other reports as needed.

E. Recovery Actions

MAESF 12 will continue to provide support in dealing with energy-related requests for assistance during the recovery phase as needed.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

- 1. Direct, coordinate, and integrate the overall state effort to provide resources and needed for energy restoration.
- 2. Contact electric and gas providers, fuel oil companies, telephone, and water utilities, and other essential components of the affected area to obtain information concerning damage and required assistance in their areas of operation.
- 3. Monitor the actions taken by the individual utilities during generating capacity shortages and the actions taken by other utilities to ensure coordinated statewide action and communication.
- 4. Coordinate with the ISO New England to compile the following information:
 - a. Electric generating capacity in the Commonwealth,
 - b. Expected electric peak load in the Commonwealth,
 - c. Geographic areas and number of customers expected to be most severely affected, if available,
 - d. Status of any major generating unit outages,
 - e. Expected duration of event,
 - f. Explanations of utilities planned actions,
 - g. Recommendations of agency actions in support of the utilities.

5. Administer statutory authorities for energy priorities;
6. Communicate and coordinate with local, state, and Federal agencies and organizations in responding to any energy emergencies and working on energy restoration.
7. In the event of a shortage of automobile fuel or fuels needed for other industrial purpose, the Division of Energy Resources will coordinate with industry trade groups and associations to obtain needed fuel supplies.

B. Support Agencies

1. Liaisons from energy suppliers, such as trade organizations, utilities, and other relevant organizations, will co-locate as needed with representatives from the Department of Telecommunications and Energy at the State EOC to coordinate, assess, and repair damage.
2. Department of Energy and Telecommunications
The Department of Telecommunications and Energy monitors the performance of utility distribution systems, restoration of utility services, pre-emergency mitigation activities such as tree pruning, and capability to respond to outages.

VI. REFERENCES

- A. Energy Emergency Plan
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-12 Standard Operating Procedures

Massachusetts Emergency Support Function 13

MILITARY SUPPORT

Primary Agency

Massachusetts National Guard

Support Agencies

None

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function 13 (MAESF) 13: *Military Support*, directs the use of military support assistance to the Commonwealth in times of an emergency or major disaster, or in times of civil unrest. MAESF 13 is also the principal mechanism for conducting rapid impact assessments following an emergency or major disaster.

B. Scope

1. The Massachusetts National Guard is capable of a diverse array of military support operations. This is the reason that the Massachusetts National Guard has a supporting role under twelve of sixteen MAESFs. Therefore, the primary goal of MAESF 13 is to prioritize requests for assistance and allocate available resources according to mission priorities established by the Massachusetts Emergency Management Agency (MEMA). Military support operations include, but are not limited to, supporting the following MAESFs:
 - a. MAESF 1: *Transportation* - supports with surface and air movement of personnel and equipment.
 - b. MAESF 2: *Communications* - supports with temporary telecommunications equipment and personnel.
 - c. MAESF 3: *Public Works and Engineering* - supports with debris clearing and removal operations, emergency restoration of public services, technical assistance, and damage assessment.
 - d. MAESF 4: *Fire Fighting* - supports with personnel and aviation support operations, primarily in a non-urban environments.
 - e. MAESF 5: *Information and Planning* – provides information on the disaster's magnitude and intensity as Rapid Impact Assessment Team (RIAT) assessments are conducted.
 - f. MAESF 6: *Mass Care* - supports with personnel and equipment for food preparation.
 - g. MAESF 7: *Resource Support* - supports with limited equipment loans to outside agencies.
 - h. MAESF 8: *Health and Medical Services* - supports with medical personnel and equipment.

- i. MAESF 9: *Urban Search and Rescue* - supports with personnel and engineering, aviation, and medical equipment.
 - j. MAESF 11: *Food and Water* - supports with personnel and equipment to distribute food and purify and distribute water.
 - k. MAESF 12: *Energy* - supports with emergency power, fuel, and operator support.
 - l. MAESF 16: *Law Enforcement and Security* - supports with personnel and equipment to assist in curfew enforcement, site security, and crowd control operations.
2. Immediately following the occurrence of an emergency or major disaster, in coordination with MEMA, the Massachusetts National Guard will deploy RIATs. The composition of these teams may include civil, utility, and infrastructure experts, as needed. The mission of the RIATs is to evaluate the immediate needs of the affected population in terms of infrastructure (communications, transportation, and utilities) losses and damages and the availability of essential services (food, water, housing, and medical) within the affected area.

II. POLICIES

- A. In accordance with National Guard regulations, it is understood that the responsibility for primary disaster relief shall be with local and state governments, and those Federal agencies designated by statute.
- B. The National Guard will provide assistance, however, if the situation is severe and widespread enough that effective response is beyond the capacity of local and state government, and all civil resources have been exhausted.
- C. When required resources are not available from commercial sources, National Guard support will be furnished upon request by MEMA.
- D. National Guard resources will normally be committed as a supplement to civil resources that are required to cope with the humanitarian and property protection requirement caused by a civil emergency or mandated by law.
- E. Assistance will be limited to tasks that, because of experience and the availability of resources, the National Guard can do with MEMA direction more effectively or efficiently than another agency.
- F. When an emergency or disaster occurs and waiting for instructions from a higher authority would preclude an effective response, National Guard commanders may act as required and justified to save human life, prevent immediate human suffering, or lessen major property damage or destruction. The commander will report any actions taken to a higher military authority and to the civil authorities as soon as possible. Support will not be denied or delayed solely for lack of a commitment to reimburse or certification of liability from the requester.
- G. The National Guard will be deployed with adequate resources, as determined by the on-scene commander or the senior officer present, to accomplish any civil disaster and emergency relief missions. Under MEMA direction, military support to civil authorities

will terminate as soon as possible after civil authorities are capable of dealing with the emergency.

- H. When any public service is lost or withdrawn and an immediate substantial threat to public health, safety, or welfare is evident, the National Guard may be called upon to restore and continue that public service. It is desirable that supervisors, managers, and key personnel of the public service be available to provide technical assistance to National Guard personnel. In the absence of key public service personnel, the state Adjutant General will make plans and coordinate with appropriate civil authorities to perform the mission within the capabilities and limitations of the National Guard.
- I. The capability of the National Guard to assist in the restoration and continuation of public services depends primarily on the degree of military or civilian skills possessed by National Guard personnel.
- J. Massachusetts law designates the Governor as Commander in Chief of all militia of the Commonwealth. As such, the Governor can order all or part of the militia into active state service for purposes of preserving the public peace, executing the laws of the state, or responding to an emergency or disaster. This is done through the issuance of a Governor's Executive Order.

III. SITUATION

A. Disaster Condition

Major disasters will result in widespread damage to the existing civil infrastructure. Combined with a widespread displacement of people, local and state authorities will require additional assistance, including a significant Federal response magnitude. Response capabilities peculiar to the military will be required, i.e., the rapid, self-contained, self-sufficient deployment of skilled personnel equipped as needed to accomplish specific emergency response missions. In order to fully determine the magnitude of the affect of the disaster on the population and provide an immediate and effective response, an impact/needs assessment will be conducted at the earliest possible time following an emergency or major disaster.

B. Planning Assumptions

- 1. All Massachusetts National Guard assets are available for state missions. It is understood that the Federal wartime mission of all Department of Defense (DoD) assets takes priority over state missions. If the Massachusetts National Guard is Federalized, it may not be available for state tasking.
- 2. Post-disaster impact/needs assessments are an ongoing process as needs cannot be fully determined in the initial response phase of a major disaster.
- 3. The Governor will issue an Executive Order prior to the occurrence of a major disaster, when possible, authorizing the Adjutant General to call to state Active Duty those personnel and equipment as necessary to support the Commonwealth's response and recovery effort. When possible, a number of these forces will be staged in and around the anticipated disaster area prior to the disaster's occurrence.

4. RIATs will deploy as fully self-contained units to the disaster area by land or air, as appropriate.
5. The restoration and preservation of law and order, in support of MAESF 16: *Law Enforcement and Security*, will be a priority mission of the Massachusetts National Guard immediately following a major disaster.

C. Preparedness Actions

The primary agency shall develop written procedures to implement the responsibilities assigned to MAESF 13, as outlined in the *Massachusetts Comprehensive Emergency Management Plan* (CEMP).

IV. CONCEPT OF OPERATIONS

A. General

1. When directed by the Governor, the Adjutant General of Massachusetts deploys National Guard personnel and equipment, through appropriate commanders, to assist civil authorities.
2. The National Guard will provide Military Support to civil authorities in accordance with the Massachusetts National Guard Operation Plan for Military Support to Civil Authorities.
3. As a potential disaster develops, or upon occurrence of an emergency or major disaster, the MAESF 13, Emergency Coordinating Officer (ECO) team will report to the State Emergency Operations Center (SEOC). The purpose of this team will be to advise the Director, MEMA, on Massachusetts National Guard capabilities and resources, the ongoing mission status, troop numbers, estimated daily costs, and legal considerations. The SEOC will receive official mission requests to support other MAESFs and pass these to the Adjutant General for action.
4. Upon the issuance of the Governor's Executive Order and, when possible, prior to an imminent disaster, the Adjutant General, through appropriate commanders, will mobilize and stage personnel and equipment in and around the projected disaster area. These resources will be those necessary to restore and preserve law and order, support the committed National Guard elements, and provide support to other MAESFs as directed by MEMA and within National Guard capabilities.

5. As MAESFs determine that all available state resources are, or will be, exhausted, or a particular mission exceeds the MAESFs' capabilities, the MAESF will pass a request through MEMA to MAESF 13, in the form of a mission request. This mission request will then be forwarded to the Adjutant General for immediate staffing and determination of support ability. If the Massachusetts National Guard can support the requested mission, the Adjutant General will determine the number of personnel and type of equipment necessary through MAESF agencies' local point of contact for mission coordination. Simultaneously, MAESF 13 will be notified of mission acceptance and kept updated on mission status.
6. In an emergency or major disaster requiring a large Federal Department of Defense response, the Adjutant General and his staff will serve as liaisons between the Commonwealth of Massachusetts and the Active Component Commander in charge. As the state's first line military response in times of disaster and civil emergency, the National Guard will closely coordinate with active Federal military to ensure mutual support during Federal disaster relief operations.

B. Organization

Rapid Impact Assessment Team

In support of MEMA, the Massachusetts National Guard will pre-position RIATs prior to an emergency or major disaster, when possible, or immediately following, and be prepared to immediately deploy to the disaster area as conditions allow. Each RIAT will be comprised of a MEMA assignee who will act as Team Leader, the Massachusetts National Guard Officer-in-Charge, civil utility and infrastructure representatives, and other members as needed.

1. The mission of RIATs is to rapidly assess the immediate needs of the affected populace (food, water, shelter, and medical) and assess damages to the supporting infrastructure (utilities, communications, transportation, and medical facilities).
2. RIATs will be highly mobile, self-contained, rapidly deployable units whose members are specialists in their fields.
3. RIAT assessment priorities are the public's needs (food, water, shelter, security, and medical), infrastructure (utilities, public works, transportation, and communication), and emergency services (fire, emergency medical services, and hazardous materials).
4. An operational procedure defining the composition, mission, deployment, and logistical requirements for RIATs will be developed by the Massachusetts National Guard.

C. Notification

1. MAESF 13 will be activated upon notification by MEMA that the emergency condition is imminent or exists and that the resources and personnel of the Massachusetts National Guard are required.
2. Upon notification of the imminent or existing emergency conditions, the National Guard EOC will notify the Adjutant General. The Adjutant General will then order the activation of personnel and equipment as necessary to provide military support.
3. Based on the scale of the National Guard activation, appropriate command and support staff will be activated and advised to report to the Massachusetts National Guard EOC. Staffing of the National Guard EOC will be dictated by mission requirements.
4. As Massachusetts National Guard units are activated, the Adjutant General will appoint an Area Commander. The Area Commander will normally be a Colonel or Brigadier General who will assume operational command and control of all National Guard assets operating within his area of operations. The Area Commander will receive all mission taskings for the Massachusetts National Guard EOC who gets missions from the State EOC.
5. Massachusetts National Guard units will utilize existing unit alert procedures to assemble troops at their home station. Orders for deployment will be forwarded through military channels to the Commanding Officer of the unit or units to be mobilized.

D. Recovery Actions

The Massachusetts National Guard will continue to provide support, as needed, during the recovery phase.

V. RESPONSIBILITIES

A. The Primary Agency

1. Send an EOC representative, along with other personnel needed to staff MAESF 13, to the SEOC in support of emergency response operations.
2. Provide, within National Guard capabilities, military support to civil authorities on a mission request and assignment basis in accordance with state law, military regulations, and the applicable Governor's Executive Order.

B. Support Agencies

No support agencies are specifically assigned to MAESF 13. However, the disaster location and magnitude will determine the precise composition of the RIATs. The following state and private agencies can furnish the expertise necessary for successful rapid impact assessment:

1. Massachusetts Emergency Management Agency - Team Leader
2. Massachusetts National Guard - Team Support Officer-in-Charge

3. Department of Public Health
4. American Red Cross
5. Massachusetts State Police
6. Massachusetts Highway Department
7. Department of Environmental Management
8. Massachusetts Water Resources Authority
9. Water Pollution Control Division

VI. REFERENCES

- A. National Guard Regulations, 500-1, Military Support to Civil Authorities
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-13 Standard Operating Procedures

Massachusetts Emergency Support Function 14

PUBLIC INFORMATION

Primary Agency

Massachusetts Emergency Management Agency

Support Agencies

Governor's Public Affairs Office
Executive Office of Public Safety
Secretary of State

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 14: *Public Information* establishes a mechanism to efficiently provide and disseminate information to the general public in the event of an emergency or major disaster.

B. Scope

1. Emergency public information will be focused on specific, event-related information of an instructional nature, including warning, evacuation notification, shelter locations, availability of recovery programs, emergency telephone numbers, and other related information.
2. Rumor control will be emphasized to minimize the spread of erroneous and misleading information.
3. All public information efforts will rely heavily upon the cooperation of commercial media organizations.
4. Communicate information to 'special needs' communities through 'special needs' media and in conjunction with 'special needs' agencies and organizations

II. POLICIES

- A. The Massachusetts Emergency Management Agency (MEMA) will coordinate and direct the activities of MAESF 14.
- B. MAESF 14 will be readily accessible by the news media and will serve as the Commonwealth's single source of disaster related information.
- C. MAESF 14 will disseminate to the news media and the general public information concerning specific disasters, their associated threats, anticipated and on-going emergency response efforts, damage assessment and estimates, and other important information.
- D. Public information telephone lines will be staffed throughout the disaster response process, as needed.

III. SITUATION

A. Disaster Conditions

A significant natural disaster, emergency condition, or other incident will be of such magnitude that the means of dispersing public information in the disaster area may be severely affected or cease to function. Outside the disaster area, the demand for information concerning the disaster may be overwhelming.

B. Assumptions

- 1. Extensive destruction of media communications facilities and loss of electrical power may severely disrupt the normal flow and dispersal of information in the disaster area.
- 2. The demand for public information outside the disaster area may hamper the capability of the Massachusetts Emergency Management Agency (MEMA) Public Information Officer (PIO) to coordinate information sources and to compile and disseminate needed information to the news media and the general public.
- 3. In the aftermath of a disaster, information is often erroneous, vague, difficult to confirm, and contradictory.
- 4. Significant demands for information related to volunteer resources will compound the problems.
- 5. Any public information staff deployed to a disaster area will need to be mostly self-sufficient.

C. Preparedness Actions

IV. CONCEPT OF OPERATIONS

A. General

1. Upon notification, the MEMA PIO, or designee, will report to the State Emergency Operations Center (SEOC) to coordinate and disseminate accurate and timely disaster-related information. The PIO will be represented at any Joint Information Center established to support this MAESF.
2. The MEMA PIO, or designee, will staff an MAESF work station, identify which support agencies are needed for MAESF 14, and activate support agencies or place them on standby as needed. Depending on the severity of the situation, the Governor's Public Affairs Office and staff will coordinate with the MEMA PIO on media advisories and releases, and will be available to reporters and news organizations.
3. Primary and support agency staff will locate to the SEOC. The SEOC will be staffed on a 24-hour schedule to facilitate the flow of public information.
4. Upon activation of MAESF 14, MEMA will notify the appropriate state agencies and alert them of impending public information operations.
5. Depending on the severity of the disaster, MEMA and support staff may operate a 24-hour public information telephone line to deal with citizens' inquiries. This may also be augmented by use of the Secretary of State's Consumer Hotline. MAESF 14 support agencies will provide supplemental staffing as needed. In the event of a major disaster, MAESF 14, and MAESF 15: *Volunteer and Donations*, will work together to release information concerning what volunteer goods and services are needed in the disaster area, and where volunteers and donors may go to deliver such goods or volunteer to provide services.
6. All MAESFs will routinely brief MAESF 14 staff concerning ongoing response actions.

B. Organization

1. MAESF 14, located at the SEOC, will act as the central coordinating entity for receiving and disseminating public information during state disaster operations. Information flow to the SEOC will occur directly from news media reports and citizens public information phone calls. Information will also flow from the Regional Office(s) coordinating with local EOCs, local officials, and Joint Information Centers to the SEOC.
2. Information will flow from the SEOC in the form of media briefings, press releases, and situation reports. Information will also flow from MAESF 14 to Regional personnel and local EOCs, as well as FEMA and state Joint Information Centers.
3. Communicate information to 'special needs' communities through 'special needs' media and in conjunction with 'special needs' agencies and organizations

C. Notification

1. In the event of an emergency or disaster, the MEMA PIO will be notified by MEMA.
2. The MEMA PIO, or designee, will notify MAESF 14 support agencies as needed.

D. Response Actions

1. Initial Response Actions

- a. Develop strategies for initial response, to include the mobilization of resources and personnel.
- b. Verify inventories of available public information resources and services and provide summary listing to MAESF 5: Information and Planning.
- c. Ensure that communications has been established with the Region(s) for coordination of the response and planning efforts at the hazard/incident. This should be accomplished through the MEMA Communications Division as well as any Agency communications capability.
- d. Implement predetermined cost accounting measures for tracking overall MEASF 14 personnel, equipment, materials, and other costs incurred during emergency response actions.
- e. Pre-position response resources when it is apparent that state public information assistance will be required.
- f. Pre-position anticipated recovery resources to the nearest staging area(s).
- g. Have an initial press briefing.
- h. Establish public information telephone line in order to handle phone calls from individuals attempting to contact MEMA for information.

2. Continuing Response Actions

- a. Continue to provide updates to the news media concerning disaster conditions and state actions taken in response.
- b. Regularly disseminate information from summary reports to the news media.
- c. Continue to provide trained public information staff in support roles to assist the Regions efforts.
- d. Continue to staff public information lines.
- e. Continue to coordinate with MAESF 15: *Volunteers and Donations*, to provide public information concerning what types of volunteer services and goods are required and where.
- f. Brief and instruct media spokespersons for damage assessment teams.
- g. Draft recommendations for after-action reports and other reports as needed.

E. Recovery Actions

The PIO will continue to provide information to the public and the media throughout the recovery phase as needed.

V. RESPONSIBILITIES

A. Primary Agency

MEMA is responsible for the dissemination of emergency information to the general public during major disasters. MEMA will provide updated information to the news media in the form of press briefings, situation reports, news releases, or emergency broadcast announcements. In addition, MEMA will develop written procedures to implement the responsibilities given to MAESF 14 in the *Massachusetts Comprehensive Emergency Management Plan* (CEMP).

B. Support Agencies

1. Governor's Public Affairs Office
The Governor's Public Affairs Office will coordinate closely with MAESF 14 to provide agency resources to support public information needs.
2. Executive Office of Public Safety
The Executive Office of Public Safety can provide experienced support staff for augmenting MEMA's staffing needs.
3. Secretary of State-Citizen Information Service
The Secretary of State's Citizen Information Service (CIS) can provide skilled personnel and valuable resources to augment MAESF 14's public information responsibilities. CIS also staffs the Commonwealth Emergency Information Line, when requested by MEMA.

VI. REFERENCES

- A. Emergency Alert System Plan
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-14 Standard Operating Procedures

U kMassachusetts Emergency Support Function 15

VOLUNTEERS AND DONATIONS

Primary Agency

Massachusetts Voluntary Organizations Active in Disaster

Support Agencies

Salvation Army	Second Harvest/Boston Food Bank
American Red Cross	Baptist Convention of New England
Adventist Disaster Services	Church World Services
Christian Reformed World Relief Committee	Nazarene Disaster Services
Corporation for National and Community Services	Connect and Serve

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF): 15, *Volunteers and Donations*, expedites the delivery of voluntary goods and services in support of disaster relief efforts in the Commonwealth.

B. Scope

1. MAESF 15 will coordinate volunteer response and recovery efforts and ensure expeditious delivery of donated goods to the affected area.
2. MAESF 15 will be composed of entities with major roles in the coordination of volunteer efforts. Related activities include, but are not limited to:
 - a. In coordination with the state, establishing and maintaining a toll-free number for unsolicited volunteer offers.
 - b. Maintaining contact with the local volunteer liaison.
 - c. Assessing and prioritizing affected area needs.
 - d. Deploying resources to meet specific needs.

II. POLICIES

- A. The Massachusetts Emergency Management Agency (MEMA) has overall responsibility for the coordination of the voluntary response and recovery efforts. The Massachusetts Voluntary Organizations Active in Disasters (MAVOAD) will serve in this capacity to coordinate and direct the activities of MAESF 15: *Volunteers and Donations*.
- B. The resources available to MAESF 15 will be used to assist organizations and individuals with unmet needs. Basic policies to guide operational procedures should include the following considerations:
 - 1. Identifying area(s) with the greatest need.
 - 2. Determining priority for delivery of goods for basic needs; i.e. food, water, and clothing.
 - 3. Distribution of public information regarding resources needed or not required.
 - 4. Maintenance of a computerized database to assure prompt allocation of available resources.
 - 5. Assumption that resources will be needed after a major event for at least six months.

III. SITUATION

A. Disaster Condition

Extensive property damage will occur during a major disaster. Many homes, businesses, and major industries and commercial enterprises will be damaged or destroyed. Much of the transportation and utility infrastructures will be severely affected. Emergency response personnel will be hampered in their response efforts due to transportation impasses, the lack of electrical power, damaged, destroyed, or inaccessible local structures and other facilities, and a large amount of debris. Water and wastewater facilities may be damaged or destroyed. State agencies will need to immediately deploy resources from unaffected areas of the Commonwealth to ensure an effective and efficient response. Volunteers and donated goods and services can augment these efforts, but without effective coordination of volunteer efforts and the shipment, storage, and distribution of donated goods, confusion and waste will result.

B. Planning Assumptions

- 1. Once extreme emergency conditions subside, individuals and relief organizations from outside the disaster area will begin to collect materials and supplies to assist the devastated region.
- 2. Individuals and organizations will feel compelled to go to the area to offer assistance.
- 3. When these situations occur, a need for an organized response is imperative.
- 4. Local volunteer groups will experience a deficit in some if not all, response areas. This will necessitate state and possibly Federal assistance.

C. Preparedness Actions

The primary agency shall develop written procedures to implement the responsibilities delegated to MAESF 15 in the *Massachusetts Comprehensive Emergency Management Plan* (CEMP).

IV. CONCEPT OF OPERATIONS

A. General

1. The primary function of MAESF 15 is to expedite delivery of donated goods and services the affected areas in order to meet the needs of the affected populace. In all probability, the goods and services will not precisely match the needs of local government. Due to this imbalance, a state coordinating group, comprised of members of volunteer organizations and state agencies, will serve at the State Emergency Operations Center (SEOC) to facilitate the delivery of donations based on need. The chairperson of the MAVOAD, or designee, will head the state coordinating group.
2. The distribution of goods and the use of volunteers will necessitate cooperation with other MAESFs. For example, the public information group, MAESF 14: *Public Information*, will be a vital resource in resolution of donations and needs. Close coordination between regional recovery sites, the local Emergency Operation Center (EOC), and Federal organizations and agencies will be fundamental to MAESF 15.

B. Organizations

The MAVOAD chairperson, or designee, will coordinate the overall efforts of MAESF 15, and liaison with local volunteer coordinators, donation warehouses volunteers, and the federal volunteer coordinator. MAESF 15 will coordinate with other MAESFs and serve as an informational group as to availability and coordination of resources.

C. Notification

1. In the event of a potential threat, MAVOAD will be notified by MEMA.
2. MAVOAD will request that MEMA notify support agencies as needed.

D. Response Actions

1. Initial Response Actions

- a. Develop strategies for initial response to include the mobilization of resources and personnel.
- b. Verify inventories of available volunteer organizations, personnel, transportation, and services and provide summary listing to MAESF 5: *Information and Planning*.
- c. MAVOAD will supply staff to MAESF 15 at the SEOC.
- d. Each MAESF 15 agency and volunteer organization will ensure that they are able to communicate with the Regional Office(s) for coordination of information and planning effort. Communications should be established through the MEMA Communications Division as well as the appropriate agency's/organization's communications personnel, if any.
- e. Representatives will be responsible for assessing unmet needs at the local level and providing resources and volunteers to meet these needs from the available voluntary response.
- f. MAESF 15 will implement predetermined cost accounting measures for tracking overall MAESF 15 personnel, equipment, materials, and other costs incurred during emergency response actions.
- g. A 1-800 number will be published immediately following the event to accept incoming offers of donations and volunteers.
 - (1). A cadre of volunteers will maintain a relational information database of donated services to include a listing of volunteers, skills, equipment, availability, etc., and also donated goods to include items, quantities, shipping and receiving instructions, dates, etc.
 - (2). The service will screen and provide information to relief agencies and organizations as needed.

E. Recovery Actions

1. Initial Actions

- a. Coordinate with MAESF 5: *Information and Planning*, for recovery actions.
- b. A donations warehouse will be established to serve as reception centers for resources and to properly distribute goods and materials to the affected areas.
- c. Municipal staging areas will be established locally to facilitate the distribution of goods and services to the affected area. These staging areas might also serve as storage depots.
- d. Security forces in the area will be instructed to admit only volunteers with proper identification, i.e., a volunteer organization I.D. or a special Commonwealth of Massachusetts volunteer patch or logo. These logos will be issued at volunteer agency donations warehouses or staging areas.

F. Continuing Actions

1. Volunteer operations will provide recovery-related support.
2. Draft recommendations for after-action reports and other reports as needed.

V. RESPONSIBILITIES

A. Primary Organization

1. Coordinate with other MAESFs to determine available resources and needs.
2. Coordinate with MAESF 15 volunteer coordinators to keep apprised of their operation.
3. Identify and resolve conflicts in the areas of responsibility between the various agencies and organizations.
4. Maintain contact with local volunteer liaisons to stay abreast of assistance needed and resources available.
5. Provide a liaison to the SEOC.
6. Assure that volunteers are available as backup for the rumor control line.
7. In coordination with the state, activate a toll-free line staffed by appropriate personnel to receive unsolicited volunteer offers.
8. Ensure volunteers are available to staff donation warehouses.

B. Support Agencies

1. Salvation Army
 - a. Provide liaison to the SEOC upon request, if possible.
 - b. Keep MAESF 15 apprised of organization activities.
 - c. Provide volunteers and disaster relief services as appropriate to the organization's mission.
2. Second Harvest/Boston Food Bank
 - a. Provide liaison to the SEOC upon request, if possible.
 - b. Keep MAESF 15 apprised of organization activities.
 - c. Provide volunteers and disaster relief services as appropriate to the organization's mission.
3. American Red Cross
 - a. Provide liaison to the SEOC upon request, if possible.
 - b. Keep MAESF 15 apprised of organization activities.
 - c. Provide volunteers and disaster relief services as appropriate to the organization's mission.
4. Baptist Convention of New England
 - a. Provide liaison to the SEOC upon request, if possible.
 - b. Keep MAESF 15 apprised of organization activities.
 - c. Provide volunteers and disaster relief services as appropriate to the organization's mission.
5. Adventist Community Services
 - a. Assist with warehousing and distribution of donated goods.
 - b. Assist with staffing in the Donations Coordination Center.

6. Church World Services
 - a. Keep MAESF 15 apprised of organizational activities
 - b. Provide volunteers and disaster relief services as appropriate according to the organization's mission.
7. Christian Reformed World Relief Committee
 - a. Keep MAESF 15 apprised of organizational activities
 - b. Provide volunteers and disaster relief services as appropriate according to the organization's mission.
8. Nazarene Disaster Services
 - a. Keep MAESF 15 apprised of organizational activities
 - b. Provide volunteers and disaster relief services as appropriate according to the organization's mission.
9. Corporation for National and Community Services
 - a. Keep MAESF 15 apprised of organizational activities
 - b. Provide volunteers and disaster relief services as appropriate according to the organization's mission.
10. Connect and Serve

Connect and Serve, the statewide volunteer web portal, is part of the Commonwealth's initiative to increase volunteering in Massachusetts. Organizations may post volunteer positions on Connect and Serve that they are seeking to fill, and individuals may use the site to search for opportunities to volunteer.

VI. REFERENCES

- A. See Basic Plan, References & Authorities.
- B. Donations Management Plan
- C. Air Crash Plan
- D. Terrorism Plan
- E. Mitigation Plan
- F. Radiological Emergency Response Plan
- G. Recovery Plan
- H. MAESF-15 Standard Operating Procedures

Massachusetts Emergency Support Function 16

LAW ENFORCEMENT AND SECURITY

Primary Agency

Massachusetts State Police

Support Agencies

Massachusetts Environmental Police
Department of Correction
County Sheriffs' Departments
Massachusetts Police Chiefs' Association
United States Coast Guard

I. INTRODUCTION

A. Purpose

Massachusetts Emergency Support Function (MAESF) 16: *Law Enforcement and Security*, coordinates and directs the use of state law enforcement personnel and equipment to support local law enforcement, other state and local emergency response agencies, and other MAESFs prior to, during, and following an emergency or major disaster.

B. Scope

1. MAESF 16 will serve to coordinate and direct statewide, state-to-community, and community-to-community bilateral-aid law enforcement to include the following functions:
2. Provide a system for the receipt and dissemination of information, data, and directives pertaining to activities among law enforcement agencies.
3. Prescribe a procedure for the inventory of law enforcement personnel, facilities, and equipment in the state.
4. Pre-plan distribution and allocation of state resources in support of the overall law enforcement mission.

II. POLICIES

- A. The Massachusetts State Police (MSP) will coordinate and direct emergency law enforcement response activities of MAESF 16.
- B. Assets available to MAESF 16 will be used to assist municipal and state emergency operations agencies, and other MAESFs with law enforcement and security needs as necessary.

- C. In accordance with assignment of responsibilities in MAESF 16 and further tasking by the primary agency, each support organization participating under MAESF 16 will contribute to the overall response, but will retain full control over its own resources and personnel.

III. SITUATION

A. Disaster Condition

Extensive property damage will occur following an emergency or major disaster. Many private homes, businesses, major industries, and commercial enterprises will be damaged or destroyed. Much of the transportation and utility infrastructures will be severely affected. Emergency response personnel will be hampered in their response efforts due to transportation impasses, lack of electrical power, and damaged, destroyed, or inaccessible local structures and other facilities. Looting and violence may occur in the affected areas. Temporary hospitals, pharmacies, food and water drops, and shelters will require law enforcement security forces. Emergency support teams may also require security escorts. State agencies will need to immediately deploy state law enforcement resources from unaffected areas of the Commonwealth.

B. Planning Assumptions

1. Response efforts will create immediate and continuous demand for law enforcement and security services. The demand will eventually exceed the capabilities of the affected local law enforcement agencies.
2. Police agencies may request assistance from adjoining jurisdictions and other agencies with whom they have existing bilateral agreements.
3. State law enforcement resources may also be sought by the affected local law enforcement agencies in addition to other requested assistance.

C. Preparedness Actions

MSP shall develop written procedures to implement the responsibilities delegated to MAESF 16 in the *Massachusetts Comprehensive Emergency Management Plan*.

IV. CONCEPT OF OPERATIONS

A. General

1. Upon request from MEMA, the Massachusetts State Police's assigned liaison officers will report to the State Emergency Operations Center (SEOC) for coordination and implementation of response to law enforcement and security related requests for assistance.
2. The agency liaison officers will staff an MAESF 16 work station, identify which support agencies for MAESF 16 are needed, and activate or place those agencies on standby, as needed.
3. As the primary agency for all activities under MAESF 16, the Massachusetts State Police will attempt to ensure that agencies assigned to MAESF 16 respond to requests for local and state law enforcement and security assistance.
4. MAESF 16 will plan, coordinate, and mobilize the resources of the state and other organizational efforts to assist local law enforcement and security efforts.
5. Support agencies and organizations will be notified and tasked to provide 24-hour representation as necessary.
6. Individuals representing organizations at the State EOC will have extensive knowledge of the resources and capabilities of their respective agencies and organizations and have access to the appropriate authority for committing such resources.

B. Organization

1. As the state MAESF 16 primary agency, the Massachusetts State Police will coordinate with all levels of law enforcement in providing assistance to local governments following a disaster. The Massachusetts State Police, in coordination with MEMA and municipal law enforcement agencies, shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments from MEMA according to the MAESF concept.
2. MAESF 16, *Law Enforcement and Security*, is grouped together with MAESF 4: *Firefighting*, MAESF 9: *Search and Rescue*, and MAESF 10: *Environmental Protection and Hazardous Materials*, under the Emergency Services Incident Command System (ICS) Branch for mission tracking purposes.

C. Notification

1. Pre-incident and ongoing activities will be monitored by the Massachusetts State Police and reported to state law enforcement agencies, as needed.
2. State law enforcement offices throughout the state will be notified by their respective headquarters.
3. Incident escalation will result in the dispatch of Massachusetts State Police liaison personnel assigned to MEMA at the SEOC. Representatives from state law enforcement agencies will report to the SEOC.

D. Response Actions

1. Initial Response Actions

- a. Develop strategies for initial response.
- b. Verify inventories of available statewide law enforcement and security services and provide a summary listing to MAESF 5: *Information and Planning*.
- c. Ensure that communications has been established with the Regional Office(s) for coordination of the response and planning efforts at the hazard/incident. This should be accomplished through the MEMA Communications Division as well as any Agency communications capability.
- d. Implement predetermined cost accounting measures for tracking overall MAESF 16 personnel, equipment, materials, and other costs incurred during emergency response actions.
- e. Pre-position response resources when it appears that state law enforcement and security resources will be required.
- f. Use MAESF 5 information for response planning purposes.
- g. Alert state law enforcement personnel as appropriate.

2. Continuing Actions

- a. Affected local law enforcement agencies will address enforcement and security needs within their capabilities.
- b. Other local law enforcement agencies that respond to mutual aid requests will supplement the resources of those agencies.
- c. When needed, state and local law enforcement personnel will further supplement the needs of local law enforcement and fulfill the enforcement and security requirements of other state and volunteer entities involved in disaster recovery.
- d. State law enforcement resources will be reassigned as necessary within the disaster site.
- e. Draft recommendations for after-action reports and other reports as needed.

V. RESPONSIBILITIES

A. Responsibilities of the Primary Agency

1. Provide leadership in directing, coordinating, and integrating the overall state efforts to provide law enforcement and security assistance to the affected Regions of the Commonwealth.
2. Request and obtain assistance from the support agencies, as well as other state and local support organizations.
3. By the authority of the Governor, invoke MGL Chapter 147, and assign law enforcement personnel from outside the Massachusetts State Police to have full State Police powers as needed.
4. Invoke, as needed, mutual aid agreements with State Police agencies in adjoining states.
5. Continuously acquire and assess information about the disaster situation. Staff will identify the nature and extent of law enforcement and security problems, and establish appropriate monitoring and surveillance of the situation to obtain valid, ongoing information.

B. Support Agencies

1. **Massachusetts Environmental Police**
The Massachusetts Environmental Police are the primary law enforcement agency in the Commonwealth for the enforcement of environmental laws and the licensing and registering of boats and recreational vehicles. The Massachusetts Environmental Police patrol state parks and the waterways of the Commonwealth from New Hampshire to Rhode Island, including Nantucket Sound and Vineyard Sound. The Massachusetts Environmental Police also offer programs on hunting and boating safety.

VI. REFERENCES

- A. See Basic Plan, References & Authorities
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-16 Standard Operating Procedures

Massachusetts Emergency Support Function 17

ANIMAL PROTECTION

Primary Agency

Massachusetts Department of Agricultural Resources

Support Agencies

Massachusetts Emergency Management Agency	Department of Environmental Protection
Massachusetts Department of Public Health	Massachusetts Veterinary Medical Association
Department of Fish and Game	Animal Control Officers Association of
Animal Rescue League of Boston	Massachusetts
United States Department of Agriculture Animal	Massachusetts Society for the Prevention of
and Plant Health Inspection Service	Cruelty to Animals
State of Massachusetts Animal Response	
Team (SMART)	

I. INTRODUCTION

A. Purpose

The purpose of Massachusetts Emergency Support Function (MAESF 17): *Animal Protection* is to provide for the coordination of federal, state, local, private and voluntary resources in response to both privately owned and wild animal care needs before, during, and following a significant natural emergency/disaster or man-made event or animal health emergency.

B. Scope

MAESF 17 provides for the overall management, coordination and prioritization of statewide resources to support owned or wild animal needs in the event of an emergency/disaster. MAESF 17 functions are in concert with State *Comprehensive Emergency Management Plan* (CEMP) and the Massachusetts Emergency Animal Annex as highlighted below:

1. Addresses human health risks associated with animals.
2. Assists in the capture/rescue of animals that have escaped confinement or have been displaced from their natural habitat.
3. Provides emergency care to injured animals.
4. Provides humane care, handling and sheltering of animals before, during and after emergency/disasters.
5. Issues and enforces animal disease quarantines.
6. Removes and disposes of animal carcasses properly.
7. Releases information via the Massachusetts Emergency Management Agency (MEMA) Public Information Officer to the general public regarding such issues as quarantine areas, rabies alert, public service information announcements, etc.

II. POLICIES

- A. Massachusetts Department of Agricultural Resources (DAR), through the State Veterinarian/designee as Team Leader will coordinate and direct the activities of MAESF 17: *Animal Protection*.
- B. MAESF 17 will coordinate animal assistance resources using primary, support, and adjunct agencies.

III. SITUATION

A. Disaster Condition

The animal population in the Commonwealth of Massachusetts surpasses the population of humans. Owners are ultimately responsible for their animals' care and housing in an emergency. All personal family or business emergency plans should include taking care of pets or animals in case of a disaster.

A significant natural or man-made emergency/disaster could quickly overwhelm local government resources and their capability to provide necessary services. An emergency/disaster of this magnitude will pose certain public health and nuisance threats such as injured and displaced animals, dead animals, rabies and other animal related diseases, care and shelter of animals and other issues. Such an emergency/disaster necessitates the need for a plan to mitigate the situation utilizing state and/or Federal assistance.

B. Planning Assumptions

1. All appropriate Massachusetts state agencies and departments will be involved in emergency operations, consistent with their functions and responsibilities, with respect to emergency/disaster animal issues.
2. Coordination with local governments and other MAESFs will be required to successfully meet emergency needs.
3. MAESF 17 will assist in the impact assessment process as needed or required.
4. State, local and federal governments, private sector and volunteer agencies assigned responsibilities involving emergency/disaster animal issues will have established operating procedures specifying their emergency support service actions and will be able to communicate and coordinate these actions in an emergency to best utilize available capabilities.

IV. CONCEPT OF OPERATIONS

A. General

The decision to implement the Massachusetts Emergency Animal Annex of the CEMP shall be coordinated with MEMA. It is assumed (but not required) that the following activities have occurred prior to activation.

1. The local government has taken all necessary actions to respond to the emergency prior to requesting assistance from the Commonwealth of Massachusetts.
2. Local government has called upon its local resources, implementing mutual aid and cooperative agreements for additional services and personnel.
3. Upon request from MEMA, the Massachusetts Department of Agricultural Resources will make available its agency liaison(s) to report to the State Emergency Operations Center (SEOC) for coordination and implementation of animal protection related requests for assistance.
4. The agency liaison person(s) will staff an MAESF 17 work station, identify which support agencies for MAESF 17 are needed, and take the necessary steps to assure that support agencies are activated or placed on standby, as needed.
5. As the primary agency for all activities under MAESF 17, the Massachusetts Department of Agricultural Resources will then ensure that all agencies assigned to MAESF 17, in coordination with MEMA, will respond to requests for assistance.
6. All support agencies and organizations will be notified and tasked to provide 24-hour representation as necessary. Each support agency and organization is responsible for securing sufficient program staff to report to and support the SEOC and to carry out the activities tasked to their organization on a continuous basis.
7. Individuals representing organizations that are staffing the SEOC should have extensive knowledge of the resources and capabilities of their respective agencies and organizations and have access to the appropriate authority for committing such resources.

B. Organization

1. MAESF-17, Animal Protection, will organize under the leadership of the Massachusetts Department of Agricultural Resources, through the State Veterinarian/designee. Personnel assigned to the SEOC from the Massachusetts Department of Agricultural Resources will provide daily direction for all assigned missions. The Department of Agricultural Resources, in coordination with MEMA, shall develop an organizational structure for directing, planning, implementing, and monitoring mission assignments from MEMA according to the MAESF concept.
2. Several agencies provide support for MAESF 17. Although the composition of the support agencies for MAESF 17 will likely change as a result of the planning process it is anticipated that these agencies will constitute the base for providing assistance to local governments following a major disaster or catastrophe. There are additional adjunct agencies listed in the Massachusetts Emergency Animal Annex. Adjunct agencies provide specialized assistance for specific tasks.
3. MAESF 17: *Animal Protection*, falls under the Health and Welfare In Incident Command System (ICS) Branch for the purpose of tracking missions assigned to the MAESFs which include MAESF 6: *Mass Care*, MAESF 8: *Health and Medical Services*, MAESF 11: *Food and Water*, and MAESF 15: *Volunteers and Donations*.

C. Notification

1. In the event of an emergency or disaster, the primary agency will be notified by MEMA.
2. The primary agency will notify support agencies and request the assistance of MEMA as needed.

D. Response Actions

1. Initial Response Actions
 - a. The State Veterinarian/designee will notify the appropriate support agencies to begin mobilization of resources and personnel and to commence operations.
 - b. Immediately following notification to activate the response phase of the annex, the State Veterinarian/designee will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:
 - (1). Provide appropriate representation to the State EOC.
 - (2). Maintain communications with the State EOC, obtain status reports, and keep the State EOC informed of progress.
 - c. Immediately following notification by the State Veterinarian/designee to commence response actions, each support agency will complete the following actions:
 - (1). Staff facilities in accordance with each agency's disaster recovery plan.
 - (2). Provide for replacements of each agency's staff.
 - (3). Provide for on-going needs relative to each agency's designated area of responsibility.
 - (4). Provide personnel and resources for field assessment and response/recovery teams as necessary.

- d. The SEOC will be staffed on a 24-hour schedule to interface and communicate with other agencies and prioritize response/recovery assistance requests.
- e. All volunteer agencies not referenced above will coordinate directly with the MAESF 17 and MEMA, though MAESF 5, as necessary.
- f. MAESF 17 will coordinate with Federal Emergency Support Function (ESF) counterpart as needed.

E. Recovery Actions

- 1. MAESF 17 will identify, mobilize, and deploy assessment team(s) to the emergency/disaster areas to determine the specific animal health and safety needs and priorities. MAESF 17 will coordinate with other MAESF primary and support agencies represented at the SEOC to provide support to aid in the relief of nuisance and health related problems involving animals and their impact on human relief efforts. MAESF 17 will request assistance from adjunct agencies as necessary.
- 2. MAESF 17 will continue to coordinate assistance in the following areas:
 - a. Capturing of injured and displaced animals;
 - b. Sheltering, medical care, animal husbandry, relocation, reunification with owners;
 - c. Acquiring of additional food and supplies from vendors to support the relief efforts;
 - d. Coordinating with other primary and support agencies for timely and proper carcass disposal.

V. RESPONSIBILITIES

A. General Responsibilities

- 1. Report to the SEOC as directed by the primary agency or MEMA, as appropriate.
- 2. Develop written procedures to implement the responsibilities outlined in the CEMP and the Massachusetts Emergency Animal Annex.

B. Specific Responsibilities

Roles and responsibilities of primary, support and adjunct agencies/organizations are identified in the Massachusetts Emergency Animal Annex.

VI. REFERENCES

- A. Massachusetts Emergency Animal Annex
- B. Air Crash Plan
- C. Terrorism Plan
- D. Mitigation Plan
- E. Radiological Emergency Response Plan
- F. Recovery Plan
- G. MAESF-17 Standard Operating Procedures

Massachusetts Emergency Support Function 18

BUSINESS AND INDUSTRY

Primary Agency

Massachusetts Emergency Management Agency

Support Agencies

Massachusetts Public-Private Partnership
New England Disaster Recovery Information X-Change (NEDRIX)

I. INTRODUCTION

A. Purpose

The purpose of Massachusetts Emergency Support Function (MAESF): 18, *Business and Industry*, is to coordinate the emergency activities of private sector owner/operators and organizations in support of disaster relief efforts in the Commonwealth. This will optimize the bi-directional sharing of resources between the public and private sectors before, during, and after emergencies and disasters in order to minimize the economic impact of incidents on the businesses, the economy, and citizens of Massachusetts.

The physical safety and economic security of the citizens and businesses of the Commonwealth are issues of common concern to the private and public sectors. An estimated 85% of the critical infrastructure/key resources (CI/KR) reside in the private sector, and, in many cases, those entities are in the best position to assess vulnerability. On the other hand, public sector entities have the best access to intelligence and information on current and emerging threats. MAESF 18 seeks to more closely integrate information and resources of these two constituencies, establishing the nexus between threats and vulnerabilities and optimizing emergency preparedness and loss prevention. Inter-sector cooperation in this process will enhance the quality, quantity, and overall value of relevant information, as well as facilitate development of best practices and solution strategies of common concern.

B. Scope

1. MAESF 18 will coordinate private sector response and recovery efforts to ensure that available resources and personnel are optimally utilized in alleviating disaster conditions while taking into account pertinent financial factors.
2. MAESF 18 will be composed of private sector owner/operators and organizations with major roles in the coordination of emergency efforts. Activities include, but are not limited to:
 - a. Maintaining contact with business and industry group liaisons.
 - b. Tracking the availability and status of business and industry resources.
 - c. Deploying resources to meet specific needs.
 - d. Prioritizing CI/KR protection, response and recovery.

II. POLICIES

- A. The Massachusetts Emergency Management Agency (MEMA) has overall responsibility for the coordination of private sector response and recovery efforts. MEMA will direct those efforts via MAESF 18 support Agencies.
- B. Each supporting private sector group under MAESF 18 will contribute to the overall response in accordance with assigned responsibilities and tasking by the primary agency, but will retain full control over its own resources and personnel.
- C. MAESF 18 activities will be coordinated through the State Emergency Operations Center (SEOC). The primary agency will provide personnel to staff the SEOC 24 - hours a day for the duration of the MAESF 18 activation, as will support agencies as needed.
- D. The supporting private sector owner/operators and organizations shall utilize the National Incident Management System (NIMS) incident command system to ensure standard communications protocols between private and public sector organizations.

III. SITUATION

A. Disaster Situation

Extensive property damage will occur following a major disaster or catastrophic event. Many private homes, rental complexes, and other living quarters will be damaged or destroyed. Much of the transportation and utility infrastructures will be severely impacted. Emergency response personnel will be hampered in their response efforts due to transportation impasses, the lack of electrical power, and damaged, destroyed, or inaccessible local structures and other facilities. Water and wastewater facilities may be damaged or destroyed.

B. Planning Assumptions

- 1. Private sector owner/operators and organizations will be able to better prepare for disasters and emergencies by having open lines of communications with government and also by having personnel trained in emergency preparedness and response.
- 2. Critical Infrastructure and key resources will be top priority to protect and recover.
- 3. Once extreme disaster conditions subside, private sector owner/operators and organizations outside the disaster area will begin to muster personnel and resources to assist in the affected area.
- 4. In such situations, the response must be organized.
- 5. Businesses in the affected area will have been impacted by the disaster and will need assistance to recover and assist in the response effort.

C. Preparedness Actions

1. The Primary Agency will develop written procedures for the Primary Agency to perform the tasks falling under the responsibility of MAESF 18 in the *Massachusetts Comprehensive Emergency Management Plan* (CEMP).
2. MEMA will establish two-way lines of communication with participating MAESF 18 private sector owner/operators and organizations to allow the exchange of information before and during emergency and disaster situations.
3. MAESF 18 will create and maintain a list of private sector owner/operators and organizations that wish to participate in disaster response and recovery activities in coordination with government agencies.
4. MAESF 18 will create and maintain a major equipment list of items such as vehicles and communications resources available for emergency use through various private sector owner/operators and organizations.
5. The Primary Agency and support agencies will develop procedures for accomplishing MAESF 18 assignments.
6. The Primary Agency and all support agencies will create and maintain a call list of personnel to perform emergency response and recovery activities.
7. The Primary Agency will participate in disaster exercises. Support agencies should have a system in place for deploying emergency personnel during disaster exercises.
8. The Primary Agency and support agencies will identify significant categories of risk caused by the various hazards that can affect Massachusetts.
9. The Primary Agency will coordinate with support agencies to identify private sector resources potentially available for use in disasters and emergencies, and also to determine the applicability of such resources during specific disaster situations.
10. The Primary Agency and support agencies will establish a protocol for proactive communication and collaboration between the public and private sectors in order to deter, detect, and respond to incidents.
11. MAESF 18 agencies, along with MEMA, will work together to create public awareness through education and also to promote public participation in emergency and disaster preparedness efforts.
12. The Primary Agency and support agencies, will identify discrete classes of information that may be of interest to either the private or public sectors and develop systems to expediently share that information with appropriate agencies and personnel.
13. The Primary Agency will work with and support agencies, and the private sector to address concerns about risks associated with sharing proprietary information.
14. The MAESF 18 agencies will work together to create a statewide alert, warning, and notification process.
15. The Primary Agency will work with and support agencies to create policy and protocol templates for statewide distribution to corporations and other private sector entities.

16. The MAESF 18 agencies will work together to develop comprehensive incident mitigation strategies.

IV. CONCEPT OF OPERATIONS

A. General

1. The Primary Agency will have liaisons report to the SEOC to coordinate the emergency response and recovery activities of private sector owner/operators and organizations under MAESF 18.
2. Primary Agency liaisons will staff the MAESF 18 workstation, identify needed MAESF 18 support agencies, and activate or place those agencies on standby as needed.

B. Organizations

1. MAESF 18 will organize under the leadership of the Primary Agency. Primary Agency personnel assigned to the MAESF will provide daily direction. This direction is limited to the operation of the MAESF, assigning of MAESF personnel and resources in response to requests for assistance, and ensuring that requests for assistance are met, documented, and prioritized. MAESF 18 will establish contact with other MAESFs as appropriate, and maintain open communications with other MAESFs.
2. Support agencies will operate under the leadership of the Primary Agency representative located at the MAESF 18 workstation in the SEOC. However, each private sector organization represented will direct its response in accordance with that organization's operating procedures.
3. Primary and support agencies will provide personnel sufficient to staff the MAESF 18 workstation in the SEOC 24 - hours per day, seven days per week, for the duration of the emergency response and recovery. Personnel provided will be qualified and able to facilitate decisions for the business or industry group they represent. High-level managers, skilled professionals with subject knowledge, or operations personnel are preferred.

C. Notification

1. In the event of a potential threat of an emergency or disaster, the Primary Agency will follow prescribed internal notification procedures.
2. The Primary Agency will notify support agencies as needed.

D. Response Actions

1. Initial Response Actions

- a. Deploy assigned personnel as needed.
- b. Develop and prioritize strategies for initial response actions to include the mobilization of resources and personnel – CI/KR will receive top priority.
- c. Verify inventories of available resources and personnel. Provide a summary listing of resources to MAESF 5: *Information and Planning*.
- d. Each MAESF agency will establish communications with the MEMA Region(s) through the MEMA Communications Division as well as the appropriate agency's/organization's communications personnel, if any.
- e. Implement predetermined cost accounting measures for tracking the overall cost of personnel, equipment, and materials, as well as any costs that are incurred during MAESF 18 emergency response actions.
- f. Obtain information and data for response planning purposes from MAESF 5: *Information and Planning*.
- g. Each support agency in the SEOC will maintain current copies of appropriate policies and procedures available to the MAESF, which will be appropriately labeled.
- h. All support agencies will ensure that actions taken are recorded and communicated to the Primary Agency representative.
- i. At all times, support agencies should be able to make brief and accurate status reports to the Primary Agency.

E. Recovery Actions

1. Coordinate with MAESF 5: *Information and Planning*, for recovery actions.
2. Draft recommendations for after-action reports, as well as other reports, as needed.

V. RESPONSIBILITIES

A. Primary Agency

1. Provide leadership in directing, coordinating, and integrating the overall private sector emergency response and recovery efforts.
2. Develop and maintain an MAESF 18 staffing roster sufficient to provide coverage for 24-hour operations for an indefinite period.
3. Coordinate with other MAESFs to determine available resources and needs.
4. Record incoming requests for assistance, the individual assigned to respond, and the action taken.
5. Establish a protocol for prioritizing response activities.
6. Coordinate activities with other MAESFs.
7. Identify and resolve conflicts in the areas of responsibility between the various private sector owner/operators and organizations.
8. Be prepared, at all times, to make status reports.

9. Develop and maintain operating procedures for implementing the responsibilities assigned to MAESF 18 in the *Massachusetts Comprehensive Emergency Management Plan*.
10. Assist support agencies to develop plans for disasters and disaster exercises. These plans will be reviewed by other MAESF 18 participating private sector owner/operations and organizations as needed before being finalized.

B. Support Agency

1. Report to the SEOC as directed by MEMA.
2. Coordinate private sector owner/operator and organization resources.
3. Develop written procedures to implement the responsibilities outlined in the CEMP.

VI. REFERENCES

- A. Homeland Security Presidential Directive 5 – Establishing a single National Response Plan
- B. Homeland Security Presidential Directive 7 – Identify and prioritize critical infrastructure and key resources – development of the National Infrastructure Protection Plan (NIPP)
- C. Homeland Security Presidential Directive 8 – Policies to strengthen preparedness
- D. U.S. Department of Homeland Security: *National Incident Management System*, March 1, 2004
- E. U.S. Department of Homeland Security: *National Response Plan*, December 2004
- F. MAESF-18 Standard Operating Procedures